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# THE AMERICAN School Board Journal

A Periodical of School Administration.

**FEBRUARY, 1941**

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# THE AMERICAN School Board Journal

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1941

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## February Reflections on Washington and Lincoln

During the month of February we are reminded of the birth anniversaries of George Washington, the father of the country, and Abraham Lincoln, the martyred emancipator of the nation.

In these disturbed days, when democracy is threatened, when national selfishness is expressed in conquest, when hatred between man and man resorts to bloodshed, desolation, and starvation, it may be well to draw an inspiration from the lives, labors, and achievements of the nation's revered statesmen.

The thought which comes uppermost into our minds is that in a democracy such as ours, the rich as well as the poor must contribute their share to its stability and perpetuity. George Washington was in some respects an aristocrat, a man of means who patronized the London tailor and the French wine merchant. He owned a large estate together with a number of slaves. When the struggle for independence came, he gave liberally of his genius, his money, and his dominating personality. He became a great man of a great cause.

Let us turn from the rich to the poor. Abraham Lincoln was reared in poverty, under most unpromising conditions, and yet in his life's career he reflects the American romance with exceptional impressiveness. There was an humble beginning, a splendid struggle with the elements of nature and with circumstances, and finally an achievement which was at once brilliant and epoch-making.

Thus, in contemplating the democracy which is ours, we are impressed with the fact that class distinctions primarily are obliterated. The industrial worker and the merchant and banker alike have a voice in choosing men and measures that shall control our government. The two great patriots have voiced in golden letters the fundamentals of our democracy.

Let every schoolhouse in the land bring to the younger generation the precious legacy which is theirs, to the end that democracy may live for all time. Let the lives of Washington and Lincoln be the lesson!

William George Bruce, Editor.

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The contents of this issue are listed in the "Education Index."

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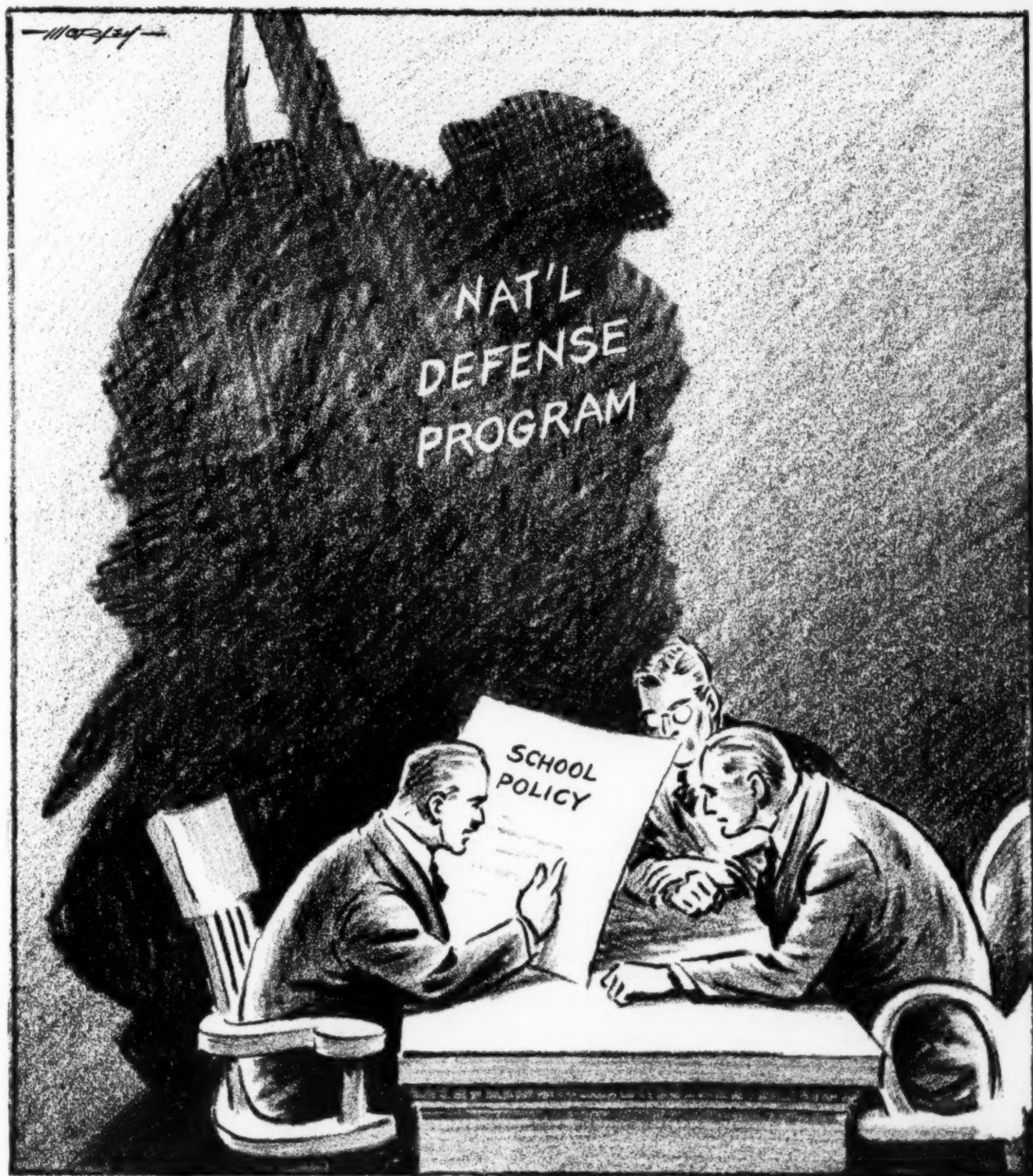
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# THE AMERICAN School Board Journal

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LOOMING LARGER AND LARGER

# The Five Senses of a Superintendent

By the Bookman

Those who are in the work would be the first to admit that school administration calls for specialized training and unusual abilities. The bookman who views his work from the perspective of the width of his desk has no doubts about the necessity of that training or the possession of those abilities. He does, however, disagree with many of the college professors as to the training needed or the capacities required.

For example the writer heard one of the outstanding theoreticians some years ago list courage as the first requisite of a successful superintendent. In discussing the matter with a man doing a superlative job in one of the larger northwest cities, the superintendent emphatically disagreed.

"What a superintendent needs," this man insisted "is not courage but information. Take my present situation, for example. Right now we need a new junior high school building. The need is admitted by the board and the public it represents. Both feel that at present we cannot afford the expense such a building would represent. I am going to propose such a building program. Now your authority would say that took courage. I don't see it that way.

"What the present situation requires is not courage but knowledge. I know this district can finance such an expenditure. It is my business to know not only that we have the resources, but how they can be employed so as to avoid severe financial strain. If I can demonstrate how our building needs can be met, as I can, we get our building. I can hold my job, and both the district and I will be better off two years from now."

The superintendent quoted proved his point. He has since moved on to a much better position but not before he set the writer to analyzing those qualities which, if not possessed, lead to failure and elimination. For what they are worth I give you the result of my analysis.

## Sense of Mastery

1. The first sense a successful superintendent possesses is that of mastery. He knows, and what is more, he knows that he knows. He is not like the superintendent who writes a really masterful thesis on school insurance and then lets his board continue a wasteful and incomplete insurance program. He reads widely in his field, remembers a good part of what he reads, knows where he can find what he does not know, and pumps dry everyone he meets who may know more on any phase of his profession than he does himself. As a result he can meet any board his community elects, with the calm conviction that any proposal he presents can be de-

fended; any reasonable question they raise can be answered, any emergency situation can be completely handled.

The school administrator equipped with such a sense of mastery is not cocky, conceited, or self-conscious. He suggests to the public he serves the skilled surgeon, the experienced prelate, the successful attorney. Making decisions seems effortless, effecting the operation of those decisions frictionless, and the achievement of his purpose a matter of course. Many men get far in the profession with little more than this sense of mastery. Few get more than started without it.

2. A second sense found in most successful school administrations is that of humanity. People resent in their public servants the attitude of the isolated technician. They want the man who handles their dollars, and guides their children's destinies, to be a real fellow. They respond enthusiastically to the common touch. They credit the school executive with more knowledge than he probably claims and it flatters them to feel that wise as he is, he still knows them, likes them, and delights in being one of them.

The public is wary of the artificial in this respect. Imitation cordiality is quickly felt and discounted. The sincere feeling of enjoying social relationships, in and out of school, especially with children, is cause for congratulation and the expression of fraternity and support.

On occasions schoolmen who ride to high positions through superiority in this respect are criticized by their less successful fellows, or by faculty members or others, as being politicians. In a sense they are. Their politics, however, is not so much sail trimming as taking advantage of the winds that blow. They would not know the direction of those winds unfelt by others, if they did not possess, to a high degree, this sense of the common humanity of man and their love of it.

## Balance in All Things

3. A third sense, constantly evidenced by the schoolman in high office, is that of balance. Just as a variety of physical and emotional factors are always bearing upon the tightrope walker, so the school administration is faced with pressures, demands, and fast-changing situations. It is professional suicide to let any of these dominate his program. For every force pressing in one direction there is another, evident or hidden, pressing in the opposite. For example on the one hand, new instructional methods, on the other, a conservative faculty. On the one side, a growing school population, on the other a similarly growing public debt. One group would emphasize industrial or adult education,

another insists on the three "r's" and economy.

The superintendent cannot avoid being caught between these contrary points of view. The successful superintendent is rarely caught off balance. He recognizes the validity of all arguments sincerely offered and, in his administration, will not be far off a middle course. His combined sense of mastery and humanity will inform him accurately just where, and how, that middle course can be found and how it may be followed.

4. A fourth and related sense possessed by the schoolman at or near the top is that of timing. The bookman who calls is often amused, sometimes perplexed, and always aware, of the difference between the initiate and the initiated in this respect.

There are always ten times as many things for a school executive to do than there is time in which to do them. The beginner usually tries to do them all and wears himself out, and those who work with him, in the attempt. The successful administrator learns to delegate, allocate, and obviate, and doesn't worry about the last things he cannot do.

As a result, he never seems hurried. It may not be easy to see him, or have him come to your school, or pass on a particular problem, but when you have his attention, you have all of it. That attention is mixed with calm good nature, dispassionate insight, and generous respect. The bookman frequently reflects that the beginning superintendent would learn more by sitting silently in the corner of his neighboring city superintendent's office for one day and learning the lessons in timing than he would gain in all the summer sessions offered from Columbia to Stanford.

## The Saving Humor

5. A fifth, but by no means last sense the really big schoolman employs constantly, he is almost unaware of himself. It is a well-developed sense of humor. By that is not meant a ready wit or the hearty laugh. Rather it is the capacity to smile, inside and out, at the disgruntled teacher, the obstreperous board member, the angry parent, rather than wasting energy and emotion telling the world and his wife, both figuratively and factually, about what a heck of a job he has.

This sense of humor greases the rough spots all day and all year. It makes him love his job for the infinite variety and challenge it affords. It sends him to a Parent-Teacher meeting to make nearly the same old speech with a song in his heart. He meets the board at a budget-making session humorously aware of the different reactions he is going to meet. He can even respond for the third time to the visiting bookman's old joke.

When the offended mother writes to the teacher, "There is no use reporting this to the superintendent. I might as well tell my dog," he reads her epistle aloud (with-

(Concluded on page 93)

# The Changing Concept of the Board of Education

J. Leroy Thompson<sup>1</sup>

In this day of stress, name calling, and investigation, it is desirable that we take stock and count our assets. We shall need the strength of these values in weathering the present crisis. Investigation upon investigation is being made of the schools and faculties. The character of these investigations is damaging to the profession even though the final findings are not damaging. The damage is done during the progress of the investigation as the investigators publish partial results, which the general public digest without bothering to see the whole picture in the final report. We must, therefore, "count our blessings" and solidify our gains. This paper is an attempt to point out one area from which the school is receiving increasing strength.

The term "board of education" will be used in this article to mean lay leaders connected with the schools. In looking over historical materials I have not found any time in educational history when the schools were not receiving the help of this lay body. The terminology, however, has been continually changing and hence has tended to confuse the individual with respect to its duties. The duties with respect to the physical plant and finance have tended to remain the same in the law. The law has been broadened through the years, however, to include many of those things desirable. Practically, school boards have gone far beyond the demands of the law with respect to their service to the schools.

Let us compare for the moment the school law of 1841 with that of 1940 in New York State. In an interpretation of the differences it would seem that the laws of 1841 were more of a restrictive type planned to confine, while those of 1940 are of a permissive type planned to grant privileges under the law. The duties of the board of education of 1841 were as follows:

1. To call special meetings.
2. To give notice of special, annual, and adjourned meetings.
3. To make out tax list.
4. To annex to such tax list a warrant (for fees of collection).
5. To purchase site or land.
6. To have custody and safe keeping of property.
7. To contract and employ teachers.
8. To pay wages.
9. To divide public moneys received by them.
10. To exempt from the payment of the wages of teachers, such indigent persons within the district, as they shall think proper.
11. To certify such exemptions and deliver the certificate thereof to the clerk of the district, to be kept on file in his office.
12. To ascertain by examination of the school lists kept by such teachers, the number of days for which each person not so exempted, shall be liable to pay for instruction, and the amount payable by each person.
13. To make out a rate bill containing the name of each person so liable, and the amount

for which he is liable, adding thereto five cents on each dollar of the sum due from him, for collector's fees; and to annex thereto a warrant for the collection thereof.

14. To deliver such rate bill, with the warrant annexed, to the collector of the district, who shall execute the same in like manner with other warrants directed to him, by them.

Particular notice should be paid to the fact that in 1841 at no time is education mentioned in terms of children. Contrasted with the laws of 1940 in order to show increased flexibility are the following laws. It would be impossible to even mention all of the education law at present. Only a few, having to do with the product of education rather than the physical and financial phases, are presented:

1. To adopt such bylaws and rules for its government as shall seem proper in the discharge of the duties required under the provisions of this chapter.
2. To establish such rules and regulations concerning the order and discipline of the schools, in the several departments thereof, as they deem necessary to secure the best educational results.
3. To prescribe the course of study by which the pupils of the schools shall be graded and classified, and to regulate the admission of pupils and their transfer from one class or department to another, as their scholarship shall warrant.
4. To prescribe the textbooks to be used in the schools, and to compel a uniformity in the use of the same, pursuant to the provisions of this chapter, and to furnish the same to pupils out of any moneys provided for that purpose.
5. To purchase sites, or additions thereto, for recreation, grounds for agricultural purposes, and for schoolhouses for the district, when designated by a meeting of the district; and to construct such schoolhouses and additions thereto as may be so designated; to purchase furniture and apparatus for such schoolhouses, and to keep the furniture and apparatus therein in repair; and, when authorized by such meeting, to purchase implements, supplies, and apparatus for agricultural, athletic, playground, and social-center purposes.

The laws of 1841 were exact in the statement of duty, while those of 1940 are worded so as to permit a liberal interpretation. The laws of 1940 permit differentiation among communities in terms of financial ability. True, this has tended to cause unequal opportunities in the state. By and large, however, it has been to the advantage of the child. Most administrations, in order to gain for their community that which is held of value in another, use the comparative technique. This has benefited the school system immeasurably, because the public generally want for their children the best possible education. All of us know of instances where it would appear that the reverse of the above statement is true. When we compare our system now with that of one hundred years ago, we must realize the forces working for the advancement of public education. As we think of the tremendous growth of the schools in the immediate past, it is not possible to analyze the system without

foreseeing equally as great future growth.

The board of education is taking a more and more significant part in the planning and development of the system. It is being pointed out now that the community must be called into the planning of the educational program. One community, with which I am acquainted, in planning a school-building program called in the zoning board, real estate board, planning commission, leading citizens, teachers, and others, as well as experts in the field of building construction. One can immediately see the advantages of this type of planning where a building is built not only as a schoolhouse but as a community center. This type of planning presupposes that humanity is essentially fair and just in its ultimate decisions. Experience shows this to be true. The experience to date with such planning has proven the desirability of its use in building planning.

Dr. Willard S. Elsbree of Columbia University not long ago wrote, "The formulation of a satisfactory salary schedule demands cooperative study by board members, teachers, administrators, taxpayers, and expert consultants." He also says, "This technique has already proven its worth in salaries not only to the community and administrators, but to the staff as well."<sup>2</sup> Superintendent Evan Jones of Port Chester, New York, lauds the plan in connection with a salary study in the following words, "The Superintendent feels that the best thing about the whole experience was that it set a precedent for similar conferences between the Board of Education and the teachers on mutual problems. The democratic approach to these problems through discussion around a table is the American way."<sup>3</sup>

You may say, "yes," in such concrete things as buildings and salaries it would be well to consult other agencies and individuals in the community. Should we then go further in this joint planning to include the offerings of the school in terms of the content of the offerings? Dr. J. R. McGaughy points out the necessity of such procedure.

The solution of this difficult problem which should work effectively in most communities would be somewhat along the following lines. The teachers and principals of any particular school have a specialized responsibility for providing for that community the best possible program of real education for the children of school age. We believe that anyone of the individuals who is paid from public funds and who is held responsible for the success of the school program should accept the specialized responsibility of using every possible means to find the reactions of individuals and of groups in the community as to the present school program. These opportunities will be found in private conversations, in information discussions, in small

<sup>1</sup>Superintendent of Schools, Tarrytown, N. Y.

<sup>2</sup>School Executive Magazine.

<sup>3</sup>Bulletin, New York School Boards Association.

groups, and sometimes in larger forums definitely organized for the purpose of discussing the program of the schools.

Opportunities for securing the reactions of the children themselves will be found almost daily in the classroom and in contacts with individual children on the street, in the home, and in the many other contacts which teachers and principals have with their pupils. In all such contacts and discussions these school workers will be alert to discover the reasoned opinion of these adults and children concerning the work of the school. They will be given an opportunity to express themselves concerning the activities of the school now being carried on which seem undesirable, or not really educative in the best sense of the term. They will also be lead to suggest activities which the school might well undertake which are not now accepted as a part of the regular school program.\*

The school board is a natural outgrowth of the need to keep the schools in the hands of the local community. There has been some evidence in the need also to keep the schools free from control by religious sects, social classes, and party politics. There have been some changes which tend to help the boards of education in this respect. The length of service of the school board is tending to increase, and hence make for more stable government. There is also a trend to reduce the size of the school boards making for more efficient organization — a smaller size permitting a freer exchange of ideas and more compact group with which and in which to work.

There must, however, be something more basic than these devices which permit growth. The board member must have a continual growth in philosophy of education in terms of the community, if we are to have utopian results. Organizations such as school boards associations are growing up, not only to assure this growth, but to exchange the afore-mentioned devices. It is interesting and enlightening to examine the work programs of the New York State School Boards Association through which a wide variety of educational problems have been handled. Present at the last convention in October, 1940, were 1506 persons representing 421 boards of education in New York State. With such programs and such widespread representation can there help but be a tremendous permanent growth.

The School Boards Association of New York State during the past year has concerned itself, among other things, with the following:

1. Earlier payment of state aid
2. Teacher tenure
3. Tax limitation
4. Professional education of teachers
5. Kindergartens
6. Rural, elementary, secondary, and vocational education

All of their concern was on the side of the ledger for education. Could any schoolman subscribe to any stronger statement for public education than that stated by Dr. Clyde B. Moore, past-president of the New York State School Boards Association, in his closing remarks as retiring president two years ago: "We are all trustees of the educational welfare of all

of the children. No greater or more inspiring trust can come to any thoughtful man or woman." If this continues we shall soon have a profession of school-board membership. This is a far cry from the school district visitor whose duty in his report was to count noses and to think only in terms of the physical plant. We should be saying our prayers every night for this new help we are receiving.

The profession of education has not been able to answer all of the problems in education. Neither have other groups been able to find solutions to their problems. It seems to me that the next steps must necessarily be cooperative endeavor where school boards have their fingers on the pulse of the community either in individual consultation or in group participation in planning. They will also be using expert advice not only from within the system and the community, but in calling individuals into the community from the outside. The bulwark of democracy still, I believe, lies in education. If we would have our schools democratic institutions, it seems to me that we should be using democratic techniques in the solution of our problems. The democratic technique assumes the co-operative endeavors of every member of the school organization and community.

There has been some criticism of the line and staff organization as it is developed and used in public schools. It appears to me, however, that this criticism cannot be true of all school systems and that there are certain systems that have used the line and staff organization effectively, permitting a free flow of information both up and down in the exchange of ideas, and have, therefore, functioned very efficiently. Certainly even the critics must realize that there needs to be some organization, some place where the answer can be given. The criticism of the organization, I think, should be directed at the method of solving problems rather than at the type of organization.

This will necessarily mean then that we shall have to decompartmentalize some of our thinking and increase our horizons so that we shall be able to see other compartments of education in their true place in the whole pattern. This decompartmentalization should not only be felt in our school systems, but it seems to me it should also be felt in our communities. We think too much in terms of organizations and their particular part in the life and development of the child. In the schools we tend to compartmentalize with respect to subject matter. The English teacher, the science teacher, etc., are stalwarts in their field, yet have difficulty in seeing their part in the whole program.

It seems to me that our educational leadership must no longer be thought of in terms of administrators, but rather must be thought of in terms of every member of the staff as well as boards of education. Every individual must think of himself as a leader in terms of the life of the

whole child. This changing concept of boards of education will see the members of boards becoming leaders with respect to plan and interpretation of all the facilities of the community in terms of an educational program. Their work then will become that of consultation, bringing in groups and individuals in performing their functions. They are no longer confined in the areas in which they may work.

The rapidly changing educational scene has caused many conflicts of opinion, not only between boards of education, communities, teachers, but all other individuals doing any thinking in this problem of education. This conflict is not unique with respect to public education. We have many conflicting ideas and opinions about anything one would wish to mention. These conflicts should not develop into what we call "school fights." They should be thought of in terms of problems possible of solution around a discussion table. Conflicts are healthful and show development, if they can remain problems to be solved. They are vicious, if they are carried around as a chip on the shoulder. The board of education are liaison officers of the community bringing together all the forces of education. They are a group, elected by the people, because they have faith in them in terms of education and their children. Isn't it, therefore, the logical body in any community to bring all these forces into play for the welfare of the child?

The continuation of this development, I believe, is inevitable. If we could have utopian development in this respect we should have a community more and more concerned with the whole child in all of his relations in the community. These groups will be working and functioning together in the complete picture of the child's life. All organizations then will be interpreting themselves, not only in their own areas, but with consideration of all of the other areas in terms of the complete program of the child's day, rather than in terms of its particular area. As we know each other more intimately in this exchange of opinions, ideas, and ideals, we shall become more tolerant of each other and increasingly able to work together. The solution of the educational problem does not lie in the schools any more than it lies in any other organization or in any one individual. We shall solve our problems only in terms of our ability to work together as a whole rather than as individuals. It is imperative then that we think of change and our board of education in terms of their participation in the complete picture rather than in terms of their work with the schools.

Not only are these state school boards associations developing as a tower of strength on the balance side of the ledger for education, we are also seeing the unification of this strength in the national picture through the formation of a National Association of School Board Members.

(Concluded on page 93)

\*Evaluation of the Elementary School.

# BOMBERS AND BATTLESHIPS VIE WITH THREE R's FOR ATTENTION OF SEATTLE SCHOOL BOARD

Willard A. Bergh<sup>1</sup>

Located in the center of an intensive national defense training area, the schools of Seattle, the metropolis of the Pacific Northwest, and the Gateway to Alaska, are not only training students for life in a democracy but are preparing thousands of young workers to be efficient men in the aircraft and shipbuilding industries in these hectic days of 1941.

Seattle's school system is little more than half a century old. The growth of the state of Washington itself, since its admittance into the Union in 1889, has been so rapid that Seattle found herself with 50,000 young folks in school in 1940, while in 1885 only 984 pupils trudged up heavily wooded Yesler Way and Pine Street.

Today, there are 80 school buildings, including the state's largest vocational school, which will be doubled in size by next September. In addition, the Rainier schoolhouse, one of the 50-year-old wooden buildings sentenced by the board to be torn down, has taken a new lease on its old age in order to house 800 young men who are learning trades in the aircraft and shipbuilding trades. Recently 220 of these men were placed with the Boeing Airplane Company which is operating night and day turning out bombers for England and for the United States, and 220 more young men took their places in the school classes.

On Harbor Island in Seattle's harbor, a new shipbuilding yard backed by Seattle businessmen, is nearing completion. Across

the deep bay is the Puget Sound Navy Yard at Bremerton. On Lake Washington, within the city limits, is the Sand Point Naval Air Base. Fort Lawton lies inside the city; Fort Lewis a few miles to the south; Camp Murray, McChord Field, Fort Warden, and the torpedo station at Keyport—all of them so close by, that Seattle is indeed a strategic military objective. And into this area the government is pouring 600 millions of dollars for national defense in the form of bombers and battleships. The young workers who will have a part in the construction of these duralumin and steel monsters of the air and the sea are receiving job training under the administration and supervision of the Seattle board.

## Regular Activities Continued

While the Edison Vocational School and the Rainier classes are turning out these trained workers for industry, the board is carrying on the hosts of activities that are common to all administrators no matter what world conditions are.

Many of these activities center around the building fund which was established in 1940 when school authorities, a citizens' committee of 200 prominent Seattleites, and the parent-teacher association combined forces to marshal out enough voters to carry a three-mill special millage for buildings in the 1939 election. A total of 13 building projects, several reorganizations, and the closing of three ancient wooden buildings were immediate results.

Two schools were remodeled. Additions were constructed or now are being finished for 10 other buildings. One, the historic Minor Grade School, will be torn down in the summer of 1941, while the new Minor School will be opened. All of these 13 improvements are being made with levy funds without federal aid because PWA funds were recently withdrawn at the outset of the national defense drive.

The school system will have a second seventh and eighth grade "center" as one of the 13 improvements. This will bring the seventh and eighth graders from 6 neighboring schools into one building where the students can have the advantages of a two-year junior high school. A similar center was established at the Washington school 3 years ago. The system next fall will comprise 9 high schools, 4 junior highs, 2 seventh- and eighth-grade centers, and 63 grade schools, as well as Edison and Rainier.

During the World War in 1918 a number of portables were erected in Seattle. The three-mill levy funds are being used largely to eliminate portables, and 29 of them are no longer necessary.

## The Tax Situation

The special millage provided the first funds the voters had authorized the schools in 10 years. In Washington it is necessary that 50 per cent of the number of voters at the last governor's election shall vote upon a millage proposition and that 60 per cent of the ballots be in favor of the

<sup>1</sup>Public Relations, Seattle Public Schools, Seattle, Wash.



*The Seattle Board of Education, Superintendent, and Board Secretaries.*

*Left to right: Superintendent Worth McClure; vice-president John B. Shorett; Dietrich Schmitz; president Frank S. Bayley; Robert S. Macfarlane; James A. Duncan; Clyde G. Campbell, business manager and newly elected board secretary; and Reuben W. Jones, honorary assistant secretary after his retirement following 38 years as board secretary. Dr. McClure has just closed his tenth year as Seattle superintendent. Mr. Shorett has been a board member since 1929. Mr. Schmitz was appointed in 1928-29 and has been elected each year since 1930. Mr. Bayley has served since 1930, and Messrs. Macfarlane and Duncan since 1934. Shorett, Bayley, and Macfarlane are lawyers; Duncan a labor leader; and Schmitz a banker. Macfarlane is a former judge.*

measure. Last fall's election which found Seattle's young mayor, Arthur B. Langlie, taking over the governorship, created a new voting record so that special millage campaigns are considered out of the question for a while at least.

Taxation in this state is regulated by the 40-mill law, a measure which provides that interest and charges for carrying bond issues must be paid out of the schools' general fund. This law came in during 1934 and school administrators find it almost impossible to sell bonds because they must be serviced from the schools' share of the 40 mills and all 40 are needed merely to maintain the schools at their present level. Seattle in the meantime has issued no new bonds. The district's bonded indebtedness, by wise action of the board, has been reduced from \$11,847,000 in 1933 to \$7,045,000 as of December 1, 1940.

Statutes provide for the payment of 25 cent per ADA, most of the revenues coming from the state sales tax of 2 per cent, but only once in the past few years has the state made this amount good. The state aid has been from 20 to 24 cents, and many school boards in districts throughout the state have gone in the red by budgeting the full 25 cents and not receiving it. School forces now before the state legislature are asking that the 25 cents per pupil per day be made mandatory.

Decline in local revenues is one of the board's problems. Assessed valuations have dropped in 10 years to a point where the schools now receive \$700,000 less in taxes from real estate than they did in 1930. Attendance, too, has been declining. In line with the city's slight drop in the 1940 census, school attendance has slipped from a peak of 57,934 in 1933 to 50,000 in 1941. Meanwhile expenses remain about the same. Although attendance dropped 1600 last year there is only one vacant seat in each classroom throughout the city, and the teaching staff and number of buildings are almost unchanged. The one vacant seat in each room costs the schools \$95,000 in revenues each year. Seattle's per day cost of educating a child, incidentally, is 63.4 cents.

### Reorganizations Have Worked Well

Reorganizations have become necessary through declining attendance and shifting of population and have worked out well. The board closed three old wooden buildings last September and sent their small student bodies to neighboring brick structures. Spot maps were charted to include every student in the city, and no child needs to go farther than one mile to any grade school. Most of them go less than half a mile. The population has shifted away from the center of the city, and most of the suburban areas are demanding additions to their present buildings. These requests are being met. The building policy is that the limited funds

are being spent first where the need is greatest. The shifting of population within the city has been the cause of the closing of a large school in the center of town. Worn-out buildings and population shifts have resulted in the closing of 12 buildings since 1932.

Although the school attendance is dropping this year, there will soon be a large increase in the grade school enrollment because of the upswing of the city's birth curve. A high point of 6250 was reached in 1940 as against 4657 in 1933.

Services offered by the Seattle board of education include a school for the deaf, adjustment and prevocational schools, classes for foreign children, corrective-speech classes, a lip-reading teacher who travels from building to building for special work, remedial reading centers, bedside instruction for crippled and bedridden youngsters, evening school, part-time school for trade extension, junior employment service, 74 lunchrooms, 5 nursery schools, national defense training classes operating from 7 a.m. to 11 p.m., adult-education classes in 123 centers, parent-education forums, world affairs forums, schoolboy safety patrols since 1928, and provision of free textbooks and supplies.

Seattle schools for years have stressed the American way of living. An Americanism poster, size 22 by 28 in., recently came off the press to tell the public how the Seattle schools teach Americanism.

### Educational Policy

The following paragraphs deal mainly with matters of educational policy:

Northwest and state resources and industries are made a vital part of every subject. Most of our graduates remain in the Northwest. In past years they have known little enough about their own region. Now they are discovering what the great Northwest produces and they are learning of the wise use of these resources so that, as future citizens, they will better understand their own economic back yard. There were no textbooks available, so enterprising Seattle instructors have written our own. They have been adopted by the board.

An extensive guidance program was started in 1935 in the junior and senior high schools. Counselors are given one or two periods daily for their guidance work. Every pupil is reached, and the contact is a progressive one. Counselors remain with their class throughout the school generation.

Teacher committees are called upon to make recommendations of study and teaching materials. These groups work out what they themselves believe to be the most important objectives for their courses. Following this policy, the business department asked its operations employees to form their own committee and submit to the board a graduated salary schedule. Their report satisfied everyone concerned.

The unification of the medical, attend-

ance, and child study laboratory departments under one roof has been accomplished. Parents and children may settle their problems at one building and at one time, whereas a few years ago the three offices were in separate buildings.

Vocational training is being extended and greatly emphasized. A quarter of a million dollars is being spent to double the size of the Edison Vocational School, one half of the funds coming from the state.

Auditory tests are being made by the school medical staff and a close check is kept of those in need of special ear treatments or work at the school for the deaf. Every pupil will be tested. Nurses are provided for all schools, continuing the 1914 policy of hiring full-time nurses rather than part-time physicians. Nurses are invaluable in times of epidemics, such as the recent "flu" scare during which the Seattle schools remained open because the vigilance of the nurses detected those who were ill and thereby kept the well children together.

### Research Extensive

An information service to cooperate closely with the press and to strengthen teacher-public relations was begun on a half-time basis in 1940.

The research department has been expanded. One of its most valuable contributions has been the follow-up study of graduating seniors nine months after graduation. Information showing exactly what the graduates are doing now that they are no longer in school has proven highly valuable as material for study by high school students.

A policy of exchanging teachers with other systems such as Providence, Bronxville, and Birmingham, has been established and is working very well.

In round numbers there are 1900 teachers including principals and supervisors. The single salary scale for all teachers has been in force for several years. Annual increments of \$100 are provided for, and an additional \$100 is added to the maximum for those who hold masters' degrees. Seattle, incidentally, rated third nationally in the percentage of teachers holding additional degrees, according to the most recent figures from the N.E.A., which in 1938 showed that only Tulsa, counting white teachers only, and Los Angeles, topped Seattle in this regard.

A pupil-teacher ratio for the entire system of approximately 27 is the status today.

Teachers become eligible for sabbatical leave during each eighth year of service. The board hires only single women teachers. A retirement program and compulsory medical examinations for those now 65 years of age are being worked out. There is no city pension for teachers. The state and the teachers together have a \$40 per month arrangement, effective at 60 years

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# Montebello School Business Procedures

George M. Schurr\*

The Montebello Unified School District operated for many years as a small city district without a division of business management. However, the recent rapid growth and the expansion of the educational program in the district at last made it impossible to operate the school system on the simple basis of complete control and operation of all functions by the superintendent. As a result, the board of education created a division of business administration to take charge of the functions of purchasing and distributing supplies, the keeping of accounts, the supervision of noncertificated personnel, the management of new building programs, and other services which might logically fall in the scope of such a department. The writer was assigned to the position of business manager and given considerable freedom in planning and developing the business department.

The chief difficulty in the assignment was that, in addition to the necessity of establishing an organization, the normal volume of work of such a department had accumulated for some time. This accumulated work had to be done during the first month in order to open school regularly for the fall term. Consequently, little time was available for organization prior to active operation of the division.

The original procedure was to do as expeditiously as possible those things which had to be done and to work into a plan or system as rapidly as possible. Even though a great fund of material is available on school business management and school finance, rather than consume a great deal of time in reading and weighing the merits of plans and theories, it seemed advisable to follow the plan of some other district of a comparable size which was operating successfully. As a result, the past two years have been consumed in operating, developing, and expanding the business division in an attempt to meet the needs of the district, which has continued its rapid growth.

The following is a brief summary of the organization accomplished to date. What success has been attained must be credited to the help and inspiration of members of the Public School Business Officials Association, through personal contact and written reports, and to the loyal and untiring assistance of the personnel in the business division being established.

The Montebello Unified School District is governed by a board of education composed of five members. It provides educational advantages for 6500 school pupils in all grades from kindergarten through the twelfth grade. These pupils are housed at 16 different schools located throughout the District and staffed by approximately 300 certificated and noncertificated employees.

## General Administration

The administration of the Montebello Unified School District is on a unit control basis, in that the superintendent is responsible directly to the board of education as the chief administrative officer responsible for signing warrants, contracts, and other legal documents; planning the entire educational program, including the development of the curriculum and the supervision of instruction; directing the business management and schoolhouse planning; recommending candidates for all positions to be filled by the governing board; preparing the budget and making the budget a control of expenditures; and planning all community contacts and public relations. The responsibility for specific phases of the program is delegated to the business manager, the curriculum director, and the co-ordinator of attendance and child welfare. Responsibility in the field of business administration is delegated to the business manager, who is a full-time employee, appointed by the board and directly responsible to the superintendent.

As assigned, it is the duty of the business manager to prepare and administer the budget, keep the records and accounts, act as purchasing agent, act as custodian of the property of the district, and provide for the transportation of all students living beyond a prescribed distance from the school which they attend. The immediate responsibility for certain of these functions is delegated to the accountant and maintenance foreman, who are assistants to the business manager.

## Board Meetings

Efficient business policy provides that the major problems coming before the school board be given sufficient consideration, and that all business transactions be handled in as expeditious a manner as possible and meet all legal requirements. To accomplish this, detailed memoranda of the several items of business together with comments and recommendations are prepared by the business manager in conjunction with the superintendent for presentation to the monthly meetings of the board of education. A purchase order report is made, listing each purchase order, the firm to whom it is issued, the type of merchandise, the amount, and the number of the account which has been encumbered. When approved, this report becomes the official authorization of expenditures. In addition, a warrant report is made indicating the warrant numbers and total amount of warrants issued, with a statement certifying that the warrants have been drawn only in payment for purchase orders having prior board approval.

Copies of the memoranda, purchase order reports, and warrant reports, together with an order of business prepared by the superintendent are sent to each member of the board on the Tuesday before the regular meeting on Thursday. Thus members of the board have an opportunity to become familiar with the several items to be considered at the next meeting. This makes it possible for the board to pass on a greater number of items than would otherwise be possible. It also gives the members an opportunity to secure any additional facts they may wish prior to the actual time of meeting.

## Pay Roll, Time Sheets, and Warrants

The following procedure is used in making up pay rolls: Each principal is provided with a time sheet for his teachers on which are recorded for each teacher the number of days taught and the days absent. Also recorded are the causes of absences, and the names of the substitutes. This makes it possible to check the absence record of the teachers against the time record of the substitute teachers. A copy of each substitute teacher's time record is also kept in the superintendent's office. At the end of each month each principal certifies to a copy of the time sheet which is kept in the accounting department. From this certified copy the warrants are drawn. The procedure establishes an exact record of time served by each teacher and completely justifies all pay-roll payments.

When a teacher is elected, the salary as stated in the contract is divided into equal payments, and the warrants are made out for the entire year. This method saves a great deal of time, as the warrants are duplicated, thus necessitating only one typing. Only in the case of absence is it necessary to make a new warrant. The warrants for the year are filed in order, and as the salaries are due the warrants are taken from the file and signed by the proper officials. They are then sent to the office of the county superintendent of schools where they are checked as to payee and amount and then forwarded to the office of the county auditor where they are again checked for the same items. They are then returned to the business manager of the school district for distribution.

## Audits of School Accounts

Since good business procedure provides for an audit of all accounts, the board of education has provided for a periodic auditing of the school accounts by a certified public accountant. This is in addition to the auditing and checking done by the office of the county superintendent of schools and the county auditor's office. Al-

\*Bus. Mgr., Montebello, California, Unified School Dist.

though this may seem unnecessary, it clears the administration and the board with the local taxpayer. The funds belonging to the several student activities of the schools are under the control of each school principal as regulated by board rules. These funds are subject to an audit by the regular accounting department of the school district.

### Budget Procedure

The preliminary budget for the fiscal year is prepared by the business department, based upon the amounts used the previous year and projected new activities. These items are supplemented by requests from the various school principals and supervisors for special items of repairs, improvements, and new equipment. Needless to say, frequently many of the requests cannot be granted, but the principals appreciate the opportunity to participate in this way.

An estimate of the enrollment for the year is made, and the budget is based upon the estimated needs. Per pupil cost is used as a basis for some of the estimates. The preliminary budget as approved by the superintendent is then presented to the board for consideration.

When the annual budget has been approved by the board of education, the business management credits the accounts of each school with the proper appropriations, and the budget becomes a control of expenditures of the district and also a control of expenditure for each school or department.

### Requisitions for Supplies

All distributions of supplies are made upon prenumbered requisitions, properly signed. Those having authority to sign are the superintendent, principals, supervisors, and heads of departments.

Requisitions for supplies are turned in to the business office once each month. Those requisitioning are free to requisition so long as they keep within the limits of budget appropriations. If, because of an unexpected increase in an activity or growth in the attendance of any school or department, the amount of the budget for that school or department is insufficient, the amount may be increased by transfer from a special account set up for this purpose.

Four copies of each requisition are made, the fourth being retained by the signer. The three remaining copies are sent to the business office where the cost is determined. The business manager then approves the request by his signature, notes on the requisition the date of receipt, and any corrections or items not allowed. The accountant then encumbers the budget account affected with the cost, and entries are made on the stock cards. One copy is retained by the business office and the remaining two are sent to the stock room.

### Storeroom and Deliveries

The requisition is then filled or when necessary back ordered, and supplies are



Mr. George M. Schurr

placed in the bin for the school awaiting delivery. The two remaining copies of the requisition, containing complete notations covering the disposition of all items, are sent with the delivery. One contains provision for signature of the receiver of the supplies and, therefore, constitutes a delivery receipt. This copy of the requisition is sent to the accounting office where any necessary adjustment of cost against the encumbrance is made. Notations of these transactions are made on the requisition and must be signed by the person responsible for each one. The other remaining copy is left with the receiver not only as a check against the requisition as originally made, but also as a source of information relative to the cost and disposal of each item. The principal or department head to whom the delivery is made then becomes responsible for the proper use or care of the items received.

An outstanding feature of the distribution of supplies is that each unit or school is given a monthly statement of its supply budget. Such procedure keeps the principal informed as to the amount remaining to his credit and prevents the unconscious exhaustion of the budget through excessive ordering early in the year. To prevent accumulation and waste, an opportunity is given to return supplies and equipment to the stock room for credit on the budget.

### Purchase Procedure

The organization for the purchase and distribution of supplies is based upon sound business principles. The board has adopted purchasing procedures as follows:

**Emergency Purchases.** The superintendent and/or business manager is authorized to make purchases without prior approval of the board of education of items needed immediately in the conduct of the schools and invoiced at not more than \$100 for any such item or group of items of the same kind or classification. It is required, however, that all such items be reported to the board in time for its approval not later than the second regular meeting fol-

lowing the date on which such purchases are made.

**Purchasing Procedures.** Items costing less than \$25 may be purchased without bid. Bids must be taken on all items costing \$25 or over, except as otherwise provided in this paragraph. Telephone bids instead of written bids may be taken on items costing between \$25 and \$100, in which case a tabulation is made showing the names of competing firms, names of persons making quotations, prices quoted, and reason for award if made to other than the low bidder. If telephone bids are taken on items costing between \$100 and \$500, these must be confirmed by written bids. Written bids, as required by the school code of the state of California must be taken on items costing over \$500. On certain items such as lumber, paint, builders hardware, plumbing and electrical supplies the superintendent and/or business manager is authorized to place the purchase on the basis of standing quotations which he has secured and has available in his office. On individual items costing less than \$500, where savings may be effected thereby, or where the item is available only from the publisher or manufacturer, purchases may be made on the receipt of one quotation.

All purchases are based on price and quality. Where items are purchased from other than the low bidder the reasons therefor are set forth on the bid at the time of the award. The purchase order invariably shows the number of the bid or bids on which prices shown on the purchase order were received.

Purchase order reports are divided into two parts covering: first, regular purchases to be approved by the board of education prior to the placing of the order, and, second, purchases which have been placed by the superintendent and/or business manager prior to the approval of the board of education. Purchase order reports show number of order, the date issued, the appropriation number of the budget classification to which the purchase is charged, the amount of the purchase, the name of the vendor, and a brief description of the item purchased.

Purchase order reports are numbered consecutively and are sent to each board member prior to the meeting at which the report is to be approved. Footnotes are prepared to direct attention to purchase orders necessitating transfers of funds from the undistributed reserve. The purchase order report carries the certification of the superintendent and/or business manager that purchases have been made in accordance with the provisions of the state school code and the policies of the board of education. This procedure provides board authorization of purchases and also insures fair prices, gives complete auditing information, and makes possible current purchases.

**Cancellation of Orders.** Where items cannot be supplied on an order at the time

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# The Principal as a "Trouble Shooter"

Herbert C. Hawk<sup>1</sup>

If there is any individual in the present-day school setup who is comparable to the "trouble shooter" in the industrial plant, he is in all probability the principal. Because of closer and more direct contact with the activities of the pupils and the work of the teaching staff, the task of making adjustments that grow out of conflicting interests and points of friction in the internal life of the school, falls more logically to the office of the principal than to the superintendent. It is inevitable, even in the best of schools that opposing interests, friction, and personality clashes will arise. The task of the principal is to try to anticipate these difficulties, reduce them to a minimum, and strive to deal intelligently and justly with those situations that do arise.

An invaluable aid in this process is a handbook of administration. The administration of the present-day school is an involved and intricate task. The administrator should not leave it to the teacher to have to read his mind, and much misunderstanding of school policies, procedures, and school regulations can be averted if in the very beginning teachers have definite understanding of the things that are expected of them. The handbook should be mimeographed or printed so that each teacher can have one at her elbow at all times. Furthermore, the book should be revised frequently so that the material will be up to date. The handbook should cover such items as the underlying philosophy of the school, routine for the first day, checking in and out procedures, how to use office forms and information, reports required by the central office, duties of sponsors, substitute teacher regulations, responsibilities in connection with fire drills, responsibilities in connection with public presentations, procedures in disciplinary situations, safety procedures in the building and on the grounds, promotion policies, grading policies, guidance procedures, solicitors' regulations, extracurricular regulations, and many others. The materials set down in a handbook must be in such clear and concise language that there can be no misunderstanding on the part of the teacher as to the intent of a regulation or an established practice.

To the new teacher the principal has an added responsibility to help her understand the setup of the school, to acquaint her with the social attitudes of the community, and to give her helpful guidance in becoming adjusted to the life of the school and community. A principal invites trouble who leaves it to a new teacher to discover, through chance acquaintances and through casual contacts in the school and community, the things that are ex-

pected of her as a teacher in the school and community.

It can be said without fear that in no other organization, where many individuals are brought together under one roof, do people live together so harmoniously as they do in the school. Nevertheless there will be points of friction and occasionally a clash of personalities. Every principal will discover himself many times acting as a mediator in some altercation which reaches his desk with the participants upset emotionally or in ugly temper. Whether those involved are pupils, parents, teachers, or someone else, the handling of these situations requires the utmost of the principal in poise, tact, and diplomacy. No suggestions can be made here for specific instances, but in the main it is usually wise for the principal to delay action for at least a few minutes or even hours until the belligerents are in a more reasonable mood. While some situations demand immediate settlement, in the main, the experienced principal will find that time will play in favor of better adjustment. In these situations the principal must retain his composure, control his emotions and prejudices, and display a decided willingness to hear both sides, be ready to look into the situation further (a device that plays for time) and strive to give every evidence of being fair and impartial in judgment, and remaining loyal always to the best interests of the school and the majority of pupils.

## Student Activities Make for Friction

A common source of friction in the school grows out of the greatly expanded program of student activities. These center around conflicts in the time and use of certain facilities of the school and not infrequently in the eagerness of sponsors to use the same students in simultaneous activities. To avoid this many schools require their pupils to select or participate in only one student office or activity at a time. It is contended that under this regulation the pupil will become more adept in one activity, that he will be confronted with the necessity of making an intelligent choice as he will frequently in adult life, that his health and schoolwork will be protected. The school, too, will serve more children because a greater number will participate in all the activities.

To avoid conflicts in meeting places and in the use of school equipment no better device has been invented than an all-school calendar. If such a calendar is maintained, all events must be registered and approved by someone in authority before being officially announced. In fairness to the sponsors, the wise principal will register early in the year all major activities, and those

events that recur annually, so that additional activities can be planned accordingly. Nothing quite so upsets a school program or creates points of friction as a poorly arranged calendar that requires constant shifting and reshuffling of events.

Every principal, who has long experience, finds himself sooner or later in a situation in which his loyalties are torn in the desire to uphold a teacher in a situation in which the teacher is in error. The writer believes that there is no code of professional ethics that obligates a principal to uphold a teacher when he sincerely believes the teacher to be wrong. There is a better procedure, however, than just a deliberate overruling of the teacher. The best procedure is to go to the teacher and discuss the situation. The facts that come out of such a conference may be enlightening and should have a wholesome effect on both the principal and the teacher. At least both may be better able to understand the other's point of view. Teachers and administrators are as subject to error as are other members of the human family. One does not lose respect by acknowledging error. In fact he will probably gain respect by demonstrating open-mindedness and good sportsmanship in a willingness to acknowledge error where the facts are against him. The principal need not support a teacher, if he thinks the teacher is in error, but he does have an obligation to help the teacher in every way to adjust the situation in a way that is amicable and dignified, and to acknowledge his own responsibility if the error is made in part because of his own negligence.

This paper thus far has been confined to discussing friction that arises out of routine of administration that grows out of the internal life of the school. Most of these problems should be met and solved by the principal. The principal should not harass the superintendent with every trivial adjustment problem that comes to his desk. On the other hand, the principal must have discriminating judgment and must be able to sense in any of these situations that arise, any explosive elements that might seriously disturb good community relations or the general well-being of the school. In these latter situations he should refer to the superintendent for guidance and counsel.

Far more serious and difficult tests for the principal as a "trouble shooter" are situations that involve community relations. And since these situations are in this field the principal must lean heavily upon the superintendent for guidance and counsel. Typical examples of these are situations in which a teacher unwisely expresses beliefs that are contrary to those of a considerable section of the community,

<sup>1</sup>Principal of High School, Winfield, Kans.

incidents in which the social activities and conduct of teachers do not conform to the social attitudes of the community, situations where the community demands winning athletic teams at any cost.

### Freedom in Teaching Truth

Every administrator who is true to his profession will uphold and defend the right to freedom of teaching the truth. This responsibility, however, calls for a reciprocal responsibility on the part of the teacher. On controversial issues the teacher is under obligation to present all facts and all sides of an issue as honestly and as fairly as he knows how to do. When he does this, he has a right to expect the principal to uphold and defend him in his right to freedom of teaching even though some of the views expressed are contrary to those of a section of the community. If on the other hand the teacher uses the classroom as a propaganda agency, if he deliberately attempts to indoctrinate by presenting only one point of view, if he deliberately chooses classroom materials that represent one point of view only, then he is violating the tradition of American education, and is not worthy of support or defense of the administration of the school on grounds of freedom of teaching.

During these very trying times, when nerves are overwrought, when emotions are upset, when "witch hunters" may take the trail any day, when prejudices may flare any moment, it will be much more difficult to maintain balance and the principle of freedom of teaching. Teachers should recognize this situation and use common sense and good judgment. As Walter E. Myer said recently in the *Civic Leader*,<sup>2</sup> teachers need not choose martyrdom in these times neither do they need to run to cover. It is, of course, everyone's inalienable right to choose his own time and place for being a martyr, but after all he should use some judgment. There is no value in being a martyr unless one's martyrdom serves a useful purpose. It is conceivable that one might discover in choosing to be a martyr that he was being just plain foolish. Teachers should recognize that the greatest guarantee to the principle of freedom of teaching is not in the support given by the administrative offices, but in their own sincere efforts to teach honestly, impartially and broadly, and in their own personal record of stalwart citizenship and sincerity in the profession. The teacher who honestly and conscientiously endeavors to teach boys and girls all facts, all points of view and all sides of an issue, whose faith in youth is genuine and sincere, whose personal conduct is above reproach, whose integrity and honesty are genuine, whose civic consciousness and record of community service are an example to others, whose patriotism and real Americanism are unquestioned, need not fear to express himself on controversial questions. He may find that a considerable

section of the community will not agree with him, but he will find that an enlightened majority will respect him and defend his right to express his views.

In situations involving freedom of teaching, administrators have very definite responsibilities that they should not evade if they are true to American principles and tradition. The school administrator should recognize that the institution entrusted to his direction is a fundamental American institution and as such is entitled to the same respect, rights, and guarantees of other American institutions. The humblest citizen has a right in a democracy to question the teaching in the schools. The administrator must recognize this. And while he is not under obligation to support a teacher who is wrong or who is misusing his position as a teacher, he is very definitely under the obligation to insist that an investigation be made before any action is taken. He must insist not only that the investigation be made but that it be in accordance with American principles, and

be impartial and aboveboard. He must insist that the burden of proof be on the accuser. The teacher should never be required to prove that he is innocent. Furthermore the administrator has an obligation to insist that the investigation take into account the total situation, not some chance unfortunate remark that may have grown out of some isolated instance, and that testimony be accepted from responsible persons only. An administrator who will not insist upon this procedure is not true to his teachers or to democracy. He is not worthy of the high office he holds. Furthermore, he is contributing to what is a serious threat to democracy.

If the time ever comes when certain forces and pressure groups shall have imposed upon the school conditions such that teachers cannot teach truth as they see it, then liberty and democracy will have gone out the window, even though the form of democracy exists and no formal proclamation of a dictator has been made.

## A Method of Change to the Annual Promotion Plan Harry B. Marsh<sup>1</sup>

In June, 1939, the Springfield School Committee approved a recommendation of the superintendent of schools that a change of organization be made from the semi-annual to the annual promotion plan. Semiannual promotions had been in operation in Springfield for many years. Among the reasons considered for changing to the annual promotion plan were the following which are quoted from a memorandum prepared for the school committee:

"Annual promotions are much easier to administer than semiannual promotions. The existing process of semiannual reorganization consumes considerable time and energy which would be reduced by annual promotions. This is especially important in the junior and senior high schools. The semiannual promotion plan not only means the loss of about two weeks of instruction time but it breaks the adjustment between teacher and pupils at a time when such adjustment has become effectively established.

"Greater continuity of schoolwork is possible in an unbroken situation over a longer period of time. Subject matter can be organized and developed in larger units as the work progresses without a break from September through June. The semiannual promotion plan narrows somewhat the scope of materials and also the methods of instruction which a teacher uses. The annual plan, on the other hand, offers much greater flexibility.

"When pupils are promoted annually a teacher has the same pupils throughout the year. There is more time in which to study individual cases. Understanding better the

nature and needs of pupils develops a stronger pupil-teacher relationship and results in more satisfactory school accomplishment. Many educators believe that retardation is less frequent with yearly promotions than under the semiannual promotion plan.

"Midyear promotions often necessitate in the smaller elementary schools the organization of small classes. Annual promotions provide a more effective organization through medium-sized classes and would probably result in some saving in cost due to such economical organization. Yearly promotions would also practically eliminate the necessity of having two or more grades in a room.

"Annual promotions give parents an opportunity to become better acquainted with their children's teachers. This is particularly desirable in the junior and senior high schools where children are taught by many teachers.

"With annual promotions there are no midyear high school graduates who must wait until the following September to enter higher institutions. Preparation for college is completed in June and all graduates proceed to their advanced work in September on the same basis."

The method of changing from semiannual to annual promotions is shown graphically in the chart on the next page. Grades 1B through 6A comprise the elementary school division; 7B through 9A, the junior high school division; and 10B through 12A, the senior high school division. The semester classes for which special arrangements had to be made are designated on the chart by black circles.

<sup>2</sup>Issue of Sept. 30, 1940.

<sup>1</sup>Assistant Superintendent of Schools, Springfield, Mass.

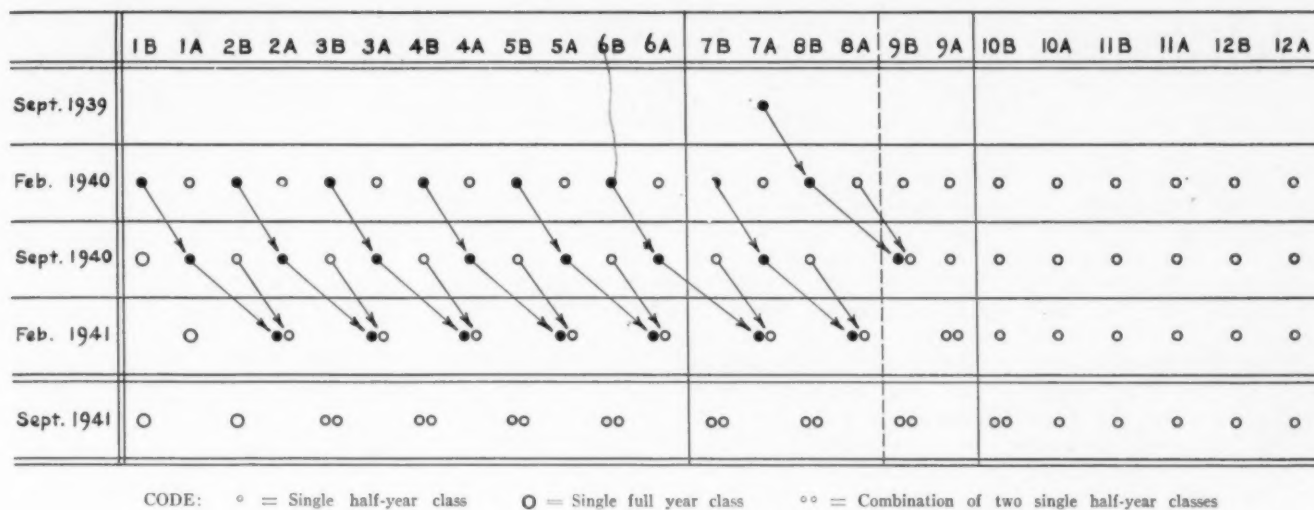


Diagram illustrating method of change from semi-annual to annual promotions as developed in the Springfield Public Schools, Springfield, Massachusetts.

The annual promotion plan was to become effective in September, 1940. During the months from September, 1939 to February, 1940, meetings of principals and teachers were held to explain to them the method to be employed to bring the February and September classes together on the annual basis. A brief outline of the method of operation may be of assistance in reading the chart.

In September, 1939, teachers of 7A pupils were asked to plan the work of their classes so that during the ensuing year the children would cover in two semesters the essentials of the work of the 7A, 8B, and 8A semesters. They were then ready to enter the junior high school 9B class in September, 1940. This 7A class began its acceleration in advance of the other mid-year groups so that the pupils by entering junior high school as 9B's would have four full years in grades 9 through 12. Such arrangement is important as many higher institutions depend upon and require these full years for entrance into their freshman classes.

In February, 1940, teachers of grades 1B, 2B, 3B, 4B, 5B, 6B, and 7B planned the work of the children in their classes so that during the following year their pupils covered in two semesters the essentials of the work usually done in a year and a half. They were, therefore, ready in February, 1941, to enter and merge with the 2A, 3A, 4A, 5A, 6A, 7A, and 8A classes respectively. As a result the entire elementary and junior high school divisions are on the annual promotion plan this month, February, 1941. At this time also the last midyear class has entered the senior high schools. During succeeding half years the semester classes in the senior high schools will gradually disappear by graduation, the last one graduating in February, 1944.

One of the accelerated groups presented a special problem. This was the 6B class which in covering the work of three

semesters in two, also crossed from the elementary school division to the junior high school division. These pupils remained with their elementary teachers for a full year. During the latter part of this year textbooks, work sheets, and other supplementary materials were furnished to them from the junior high schools in order that they might carry on the essentials of the work of the 7B semester satisfactorily. This month they have just entered the 7A class of the junior high schools.

Before the midyear classes began their accelerated programs of classwork, supervisors and committees met, discussed, and outlined the temporary curriculum adjustments that were necessary to make provision for all elementary and junior high school pupils to come together in full-year classes, and advance thereafter with the same background of essential skills and knowledge. All courses of study had to be simplified and the content adapted to three semesters' work in two for the accelerated pupils. Outlines of curriculum changes in each subject field were distributed and interpreted to teachers in group meetings. So far as possible teachers of the special groups were chosen with the idea in mind that they would continue to instruct the same children during the full period of the transition year. There was considerable redistribution of textbooks and supplies so that necessary teaching materials might be available.

Among the special advantages of the Springfield method of transition from semiannual to annual promotions, the following may be mentioned:

Only 25 per cent of the children in the schools have been directly affected by the change. The remaining 75 per cent have proceeded normally in their work. This is due to the fact that only the midyear classes through 8B were accelerated and that the Springfield Trade School was already on an annual promotion schedule.

The plan is based entirely on the prin-

ciple of promotion. Other plans involving both promotion and retardation have been tried elsewhere. Such plans, however, are likely to result in considerable confusion and dissatisfaction on the part of both pupils and parents.

The midyear classes were given a full year in which to make their adjustments. In some cities the adjustment has been made in a half year; that is, those pupils who were scheduled to advance to the next class had to attempt to do two semesters' work in one. As a result they were allowed only one half of the usual time to cover a year's work. In Springfield, the midyear pupils were allowed a full year to cover the essentials of three semesters' work. By this arrangement their transition period was two thirds of the normal time allowance usually required for the work. This higher percentage adjustment time has resulted in more thoroughness in covering the essentials and hence less educational loss to the children involved.

As has already been mentioned, all Springfield pupils will be in grades 9 to 12 inclusive for four full years. This of course is necessary from the standpoint of the entrance requirements for many higher institutions.

Another important consideration is the fact that the change from semiannual to annual promotions has not upset the relative enrollment status of the elementary, junior high, and senior high schools. It is true that a larger class than usual will enter the senior high schools in September, 1941, but no trouble is anticipated in accommodating this group.

Perhaps the best evidence of the reaction of the public to the Springfield plan of changing to annual promotions and also of the success of the method of transition itself as described in this article is the fact that neither in the press nor in communications or interviews with school officials has there been any protest or adverse criticism.

# Military Training in Secondary Schools

William P. Uhler, Jr.<sup>1</sup>

A frank, unemotional facing of the present world situation leads one to the unescapable conclusion that the United States may be involved in the present European war. That we may enter the war or that, in the event of the Allies being defeated, we ourselves may be attacked is a possibility which must be faced and for which, common sense would indicate, we should not remain unprepared.

In the event of the possibility becoming fact, the youth of the country will be called upon to bear arms. Should we then begin preparedness by introducing military training into our high schools? An emotional enthusiasm prompted by fear might indicate that such is the correct course. A calm analysis will indicate the contrary. In the first place, the boys in the secondary school are below the age of military service. It would be a long time before they would be called. In the second place, before they actually entered service there would be a long period of training that would in no way be shortened by anything that military training in the high school could contribute.

Another fact that should be considered is that training on such a basis would not be very effective as it would touch only a relatively small proportion of the boys of high school age, for many boys of that age are not in the schools.

But one might say that all the foregoing is debatable and that any military training these boys might receive would be to their advantage. For the sake of argument let us accept the statement as true, with the proviso that the training received must be demonstrated as being the means of preparing the recipients for the life of a soldier; that the boy having experienced the training will therefore be a better soldier.

As a basis for understanding, we must recognize the content and the possible contributions of the military training that would be given the high school boy. It would consist of tactics and drill, and probably of the manual of arms. What then can these activities contribute to the boy in the way of development?

Marching will contribute to some extent to the development of rhythm, though far less than will dancing. It will develop in the boy a certain ability to follow commands as they relate to executing the march formations. This is an ability that has value for parades and exhibitions, but it is of little value or no value to the soldier in modern warfare. Furthermore, any such learning can be quickly achieved in the preliminary training in the army, should the boy actually be called to service.

The manual of arms is of questionable worth to the growing boy. It is one-sided and cramping, and of far less value than many other types of activity.

Military training introduced into the high school must of necessity take time from an already crowded curriculum. What is there that must be eliminated that is of less worth than the military training? If one would contemplate taking the time from physical education, it would be well to compare the contributions of the two fields, confining the discussion to those items that have demonstrable worth to the boy not only in his life as a civilian but to his needs should he be called to service.

## A COMPARISON OF DEVELOPMENTAL CONTRIBUTIONS

Physical Education	Military Training
The development of a strong body by means of conditioning exercises, athletics, games, sports, dancing, stunts.	Marching is highly fatiguing but produces little in the way of general development.
Symmetry	The manual of arms is one sided and cramping. Whatever effects it has on posture are negative.
Endurance and fatigue resistance	
Speed	
Strength	
Well-functioning bodily systems	
Circulation	
Respiration	

<sup>1</sup>Associate in Health, Safety, and Physical Education, New Jersey State Department of Education, Trenton.

Elimination  
Heat regulatory mechanisms  
The detection of bodily defects through the health examination and health inspection.

The school health program, through the services of the physician, the nurse, the physical-education teacher and the classroom teacher, discovers and diagnoses the physical defect and indicates the measures necessary for its correction.

Postural defects  
Weakened arches  
Visual defects  
Defects of the teeth  
Hearing defects

The correction of bodily defects through a system of individual gymnastics.

The complete physical-education program provides this service.

Following a physical examination and upon the doctor's recommendation, a prescription of exercises is given, and defects corrected.

The control of communicable disease through the health examination and inspection.

Through the inspection by the teacher and nurse and the examination by the physician, the presence of communicable disease is determined, and through the school administration measures for the protection of other pupils are instituted.

The conservation of vision through control of the physical environment and health instruction.

Good vision depends in part upon good general health. Secondly, it depends upon the elimination of eyestrain and upon good visual habits developed through health instruction.

The development of bodily skill through participation in activities involving the skills required.

The fundamental skills  
Running  
Jumping  
Throwing  
Catching  
Dodging  
Climbing  
Striking  
Other skill elements  
Response to rhythm  
Timing  
Quickness  
Motor judgments as to weight and distance  
Balance

The American soldier was especially adept in hand-grenade throwing; and in all skills related to sports. He had acquired these skills, not in the army, but on the sports field. These skills are fundamental and must be developed slowly over a long period and during the early years. Once the time has passed, they cannot be fully acquired.

The country boy through play became the hunter, the marksman through the play method. He made a good soldier because he had the strength and skill that came through a natural way of living.

Military training has nothing to offer in this field.

For this service we must call upon the school health personnel.

This does not enter into military drill.

For this service the proponents of military drill must come to the school health and physical-education program.

Military training has nothing to offer in this area.

For this service we must look to the school health personnel.

Military training has nothing to offer in this area.

Military efficiency requires good vision, but must look to the school health program to conserve good vision to the child through the school years.

Military training has little to offer. There is some rhythmic opportunity, an insistence upon erect posture, and the skills of the manual of arms if that is included. None of these have much value to the soldier. They are but the surface trainings that can be acquired very quickly, and more so if the fundamental skills have already been developed.

In attempting to develop the fundamental skills, the army turned to the curriculum of physical education; to the sports field.

The army drillmaster who has a group of young athletes turned over to him, is fortunate indeed. He will receive the credit for a development that was present in his men before he started with them. It is the untrained man who is his despair. He will never make the skilled soldier of this man.

The Indian hunter became adept with the bow and the skills of hunting because he played with the bow as a boy. He developed the fundamental skills of the pursuit through nature's method, play.

**Developing the skills, attitudes, and interests related to recreation.**

The development of these skills and the attitudes and interests that are the natural concomitants, is a major objective of physical education. This can result only from learning these activities and participating in them, and in no other way.

During the World War, the recreative activities were stressed, for it was early learned that without this element the mental hygiene became so bad that it was impossible to maintain morale, and morale is basic to military success.

The American soldier responded to recreational opportunity in direct proportion to his early training in this area. One reason for his good morale was the tradition of sport that was and has been a part of life in this country.

**Developing the ability to adjust to social situations; leadership; followership; social cooperation; following the rules.**

Abilities of this type are developed only in situations calling for exercise of the specific skills involved. The soldier is called upon to make radical adjustments to his new social environment. Any previous skill acquired will be of inestimable skill.

Leadership involves more than barking orders in a series of prescribed patterns. Followership involves more than a subordination of self to orders in a series of learned drill movements.

Social cooperation involves a philosophy of living intelligently applied, a part of which relates to the acceptance of properly constituted authority. A socially trained individual readily places himself under the orders of a recognized leader when the necessity arises.

Following the rules of the games. The very expression comes from the sports field. This ability is fundamental to a successful military organization. Involved in it is also the habit of accepting the decision of the umpire or in other words the rightful arbiter.

Military training has nothing to offer here. The program is entered into and endured because of compulsion. Left to the boys, but few would engage in drill and those not for long. It is only by offering the false inducement of the uniform and the opportunity to show off in parades that an interest can be developed. The activities have no inherent interest, and result in no recreational skill. Drill is work, hard work. Ask any veteran.

In this area, military training can make some claims, but only on a superficial basis. Drill involves a complete subordination of self to a drillmaster. It is unintelligent and can produce no ability other than the ability to subordinate one's self to a drillmaster. It produces no ability to adjust to social situations off the drill field, and these are the abilities that are so essential to military life, if morale is to be maintained. A leader- and followership of a superficial type are produced. They have certain surface values but are much less valuable than the types of abilities acquired on the sports field. The drill type of follower- and leadership can be acquired very quickly. The more fundamental types of social abilities develop slowly and never in a drill situation.

However, it is not necessarily a virtue to accept the decision of the umpire blindly and without intelligent analysis. There is a time and a method for objecting to the umpire's decision in the areas where a decision is debatable. It is also well to learn that there are areas where decisions are not debatable and the decision of the umpire is final.

All these situations are common in the field of sports. They are the very essence of the sport activity. Our very vocabulary is replete with expressions that show this fact. "Play the game," "It's not sporting," "Teamwork," etc.

**The development of attitudes, standards, ideals or ethical judgment and character.**

Because these activities are natural, they offer an interesting challenge to the boy. He needs no outside compulsion. The natural outcome of the activities are:

Perseverance  
Courage  
Increased interest as skill develops  
Self-confidence  
Initiative

Because these activities offer opportunities for the making of choices in varying social relationships and in relation to many ethical situations, the possibility of the development of ethical standards and of character is present.

This element is entirely lacking in military drill. It has nothing to offer. On the other hand, with the introduction of military drill there comes to the boy who is too young to face the situation, a realization that he is being prepared to be cannon fodder. With the realization comes internal dissent, opposition, fear, worry, dread, with the upsets related to bad mental hygiene, such as loss of sleep and of appetite. The results are negative.

### Summary

Careful consideration of the foregoing can lead to but one conclusion, viz., that for the high school boy, military training is a waste of time and an interference with the activities that are his natural right during these formative years. He will save no time as a result of military training, in the event that he is called to service, and he will undoubtedly lose experiences that will give him development that military training cannot hope to achieve. It is upon these bases that numerous commissions that have studied the problem have decided against introducing military training in the high school. The thinking persons who have studied the question are opposed to military training. The proponents are swayed by a hysteria, and they can give no good arguments as evidence to support their claim. General Pershing has said, "Give me a well-developed athletic youth, and I will make a soldier of him in short order." He strongly favored military training for older men, but opposed it in the high school. General Pershing was right.



Board of Trustees, Salinas Union High School District, Salinas, California.  
Right to left: William Hayes; E. L. Knowlton; M. B. Young, president; H. L. Noland; W. B. Murray.

# What Do You Mean, Professor?

Herbert B. Mulford, Esq.<sup>1</sup>

Of all the professions which one might pick out to find marked examples of bad public psychology one would hardly expect to find the most serious infractions of rules of significance and clarity among educators. Long since the psychology of education has been a requirement even of the lower files of classroom teachers. Yet in the upper ranks one finds such popularly untranslatable nomenclature purveyed for common consumption by the beneficiaries of education that one must protest against the practice that abets in the frustration of many of the major aims of education.

In the writer's personal experience, time out of mind, when considerable groups of school-board members of long and hard experience have been discussing the ills of educational opportunities, one abuse singled out for criticism has been the bad terminology of the teaching profession. In part this has been based on the serious results on public financial support of schools due to misunderstandings engendered by this same bad public expression. In part it has been due to the uncalled-for confusion of school and college patrons, to whom all education objectives should be made as clear as possible, not obscured. In part there has been almost a kind of resentment over professional statements regarding lay school-board assistance and cooperation which reflect ineptness almost to the point of ignorance of what takes place in public school government.

## Confusing Language Harms Education

Professional educators who have attained a standing sufficient to make their statements acceptable in the public prints use language, often dramatized, which both in individual words or phrases and in total concepts of whole articles, chapters, and books, tend erroneously to crystallize public opinion possibly against the best interests of education as a whole. Thus, we have almost indiscriminate lauding of the profession and the sharp criticism of its lower files of individual members. There is almost simultaneous claim of great accomplishments of teacher-training institutions for what is being done as a whole with education and the disclaimer that such schools have a moral obligation to make their degrees meaningful. There is the claim of such schools on behalf of what is done for the child and also the disclaimer that this type of institution has any greater moral obligations toward the public because of the child than does a vocational school to train carpenters, stenographers, or other people in the competitive fields of free enterprise. One hears the head of a great publicly maintained institution ask, "Why send

them to college?" which to the masses is interpreted as meaning, "Do not go to college." Also it is proclaimed that a college diploma is not worth a nickle commercially, when it is common knowledge in hundreds of fields of economic endeavor the college diploma does have a commercial value. Then there is the utter confusion in the minds of many adolescents and their less privileged earlier generation over nonvocational values on the secondary school level, when it is patent that with 90 per cent of American youth not going on to college, the high school must serve in every preliminary educational capacity possible to such vocations, for there is no other avenue of formal schooling for these youth to lead them toward economic well-being.

## Loose Language and Laymen

One wonders if educators ever cogitate over the effect of their loose language to underprivileged parents or youth in the numerous discussions broadcast on the subjects of the various fields and divisions of education. The patois on concepts, integration, counseling, and guidance and the broad and none too discriminating curriculums leave many school beneficiaries mentally "ga-ga." Objectives of kindergarten and elementary schools and the psychology thereof are dished out on the advanced teacher level to young parents who have no conception of their meaning. On one occasion the writer listened to a very fine but esoteric discussion on education by four professional celebrities before a parent-teacher group in a supposedly highly enlightened neighborhood. One parent protested that the discussion was for educational aristocrats and not for democratic society. Another was heard to say, "If these are educators, thank God I am a farmer," which, however, he was not, but a highly trained member of another profession. Intermixed with such discussions often are objectives for the underprivileged, mentally retarded, and similar people of possibly lesser wants, with technicalities for those to enter professions or to go into the higher realms of research. Among people quite ill-prepared for acceptance of the most erudite philosophizing about studying only the hundred best books of the ages and "the higher illiteracy" as exposed nowadays on radio broadcasts, one finds a genuine desire for something authoritative on the educational outlook and prospects for average America.

Self-interest often dominates the professional commentary. There is a continuous build-up for the high standing of the profession in the claims for greater support of education on behalf of the child, when the claim really is for more money for the teachers. This reaches almost foolish levels

of argument to the effect that greatly harried teachers who worry about social security must impart their nervousness to their youthful charges. Parents who are unemployed or accepting relief doles are not supposed to have these same nervous excesses of self-pity, or to impart them to the child at home. The great mass of tax-paying supporters of the public schools seemingly are not supposed to have any qualms about their own insecurity. Some time ago there was an active demonstration of the effect of this bad psychology when at an election to raise school tax rates it was explained that much of the additional money to be raised was to go for increased teachers' salaries. In the areas where people were relatively well to do the measure carried; but in the wards inhabited by salespeople and other lower-income workers the issue was lost because teachers seemed to be so much better off than the voters that there was resentment. In another city, at a similar election the issue was lost because teachers went electioneering in fine fur coats—so to speak giving the lie to their own financial misery.

## Ill-Advised Public Relations

When it comes to soliciting favors from the state legislatures, one finds the pinnacle of ill-advised public relations. This is so much the case and the published statements of many an organized pressure group are so contradictory to the experience of the average citizen that even the legislators suggest that friends of education get together and decide what really is for the best interest of the children and then to say so in plain, understandable English. These legislators hear professional spellbinders laud the school board and alternately damn it. When the subject of waste is brought up, there is a rush to say that efficiency means cutting out some important part of education. When some celebrated authority fulminates against such wastes, he is likely to be countered by statements that education is an art and as such cannot be measured. When important surveys disclose that the wrong type of study is being given to youth trying to understand how to preserve the American way of life, educators on the defensive for their own vested interests or the maintenance of the status quo of a generation ago, protest that ordinary people who have not been "education trained" cannot understand the mysteries of the public education they support.

It is axiomatic in good public relations that it is not what you say but what people think you say that molds public opinion. The great commonalty in America probably do not understand what the professors are saying about education. They want very much to understand, first, life objectives for their young, and second, educational fitting for them; and all the time they want something authoritative that they can understand and subscribe to. Is

(Concluded on page 93)

<sup>1</sup>Wilmette, Ill.

# The Superintendent of Schools and the National Crisis

Theodore L. Reller<sup>1</sup>

The next years during which a severe national crisis will confront us will be exceedingly difficult for the superintendent of schools. Like all difficult periods, however, it will offer outstandingly significant opportunities for service. It is and will be a period in which leadership of the highest type will be far more crucial than has been the case in recent decades. Even the large internal difficulties which have been experienced in recent years will appear small in comparison to the stresses and strains which appear to lie not far ahead. Our educational experiences in the last war give us some suggestions of what is ahead. Perhaps an even more vivid picture is offered by the talk and action one already hears on every side. As would be expected, meetings are being planned in endless number on the subject of "education and preparedness," "education and the national defense," "education and the national emergency." Now it is perfectly right that these meetings should be held on this topic. The danger is that the problem is not going to be rationally considered. Schoolmen are talking of the need of emotionalizing our young people — without being disturbed about what they should become emotionalized about. Will this emotionalization insure the secure holding of the threads of civilization and moving eventually farther in its enrichment, or will it insure barbarism. Pressures are increasing to remove from the schools educational materials which were intended to stimulate thinking. Indeed such materials are being removed. Is the need for an informed public less today than in the past decade or is it greater? Must civil liberties be dispensed with in the crisis? Should academic freedom now be denied? These are typical of the questions confronting superintendents of schools everywhere. It is the intention here to attempt in a very limited way to think through the question of the position of the superintendent of schools in the crisis.

The people of the United States have witnessed in the past five decades the development of a powerful educational officer in the superintendent of schools. So large have become the responsibilities of this officer that there is truth in the dictum "as is the superintendent of schools, so is the school." This educational officer serves in two major roles. He is the chief executive officer of the board of education and is responsible for administering the schools in accord with the laws of the state and the policies outlined and determined by the board of education. His second major role is that of leadership in the educational service. This involves leadership of teach-

ers, of the board of education, in fact, of all people, and all groups of people in the community. No attempt will be made here to claim that one of these responsibilities is more important than the other. In fact, they are interdependent and in the long run in most situations, one can develop only to the extent the other is developed. It is the intention to treat of the second in this paper, however, because of the urgent call for leadership which is being heard in many school districts.

In considering the matter, it is only fair to consider the meaning of leadership. "To lead" generally means to guide or conduct and implies superior training or ability or both. It implies that the person leading has, as a result of these powers, the ability to direct with a certain amount of authority. The leader can be thought of as "the foremost person in an advancing body." The word *foremost* here is used in senses other than physical. While the leader is the foremost person, he is not one who dictates or arbitrarily controls. Nor is he one who serves as a figurehead merely giving expression to the prejudices, feelings, and immediate desires of the people. Rather he, because of his superior training and ability, must offer direction to the people while not controlling them. The leader must stimulate the thinking of the people and must guide that thinking, pointing out prejudice and bias. He must guide the people in the search for truth. He must also, once the group has worked through a problem, be able to lead in the sense of producing results, of acting. To lead involves stimulating and directing intelligent thought and action. It means to stimulate and guide a movement which is carried on by the people and through which they express themselves.

## Aspects of Leadership

With this concept of leadership clearly and firmly established in our minds, consideration needs to be given to the question of where or in what aspects of education leadership is especially necessary today. It is the belief of the writer that it is in regard to *education and preparedness or national defense*. Striking has been the manner in which this subject has swept aside consideration of other matters. This is both to be expected and approved — provided that our leaders are men of vision, men of authority, and men who in a crisis do not become mere reflectors of a confused and excited people. All can agree that major attention needs to be given to the problem of education and national defense. All probably cannot agree as to the most desirable procedures. In view of this lack of agreement, the following suggestions are offered as a guide in

determining the role of the educational system.

In view of the external threat to our established order, the school should wholeheartedly support the effort toward national preparedness. The experience of nations, such as Norway, which had attained internal economic and social adjustments which placed them in the forefront of enlightened nations, should serve as a warning to all of the need of a gigantic effort to arm. The economic, industrial, and labor resources of the United States reassure us of our ability to defend our system if we go to it. The time, however, may not be long and consequently we should all give the matter immediate attention and action. Surely schoolmen must cooperate in urging the full utilization of available facilities and in improving facilities to insure an adequate supply of trained workers. About this measure there can be little question and schoolmen should be able to make such provisions quickly.

However, the chief need for leadership in this period lies in making sure that the work of the school which is related to the attainment of the aims discussed so frequently in recent years is excellently done. Let us consider a few of these and their implications.

How can we best give leadership in order that a clearer concept of democracy may be developed in and through our schools and society, and for the translation of this concept more generally into action? It should be kept in mind that the ability of a nation to produce the instruments of war or peace, as well as the ability to use them, depends in large measure upon morale. Morale that is tough is not to be developed through repeating slogans and phrases. It comes through living in a school and in a society which has treated you in such manner as to make you love it and anxious to defend it. If you have been discriminated against because of race, religion, or economic position, your morale is likely to be poor despite the formal demonstrations of loyalty which you go through. At least that is true unless you realize that the discriminations are frowned upon by the society and are in the process of being removed. In the spring of 1940 the writer had the unhappy experience of addressing a high school graduating class in a community in which more than ninety per cent of the class of the previous year had been unable either to go to college, to have any other educational experience, or to find employment of any type. It was a "distressed" area, as the English have called them for many years. Words about equality of opportunity, about our society being a democratic one, respecting the human personality of each individual, and

<sup>1</sup>Assistant Professor of Education, University of Pennsylvania.

providing for each in accord with his own potentialities would ring rather hollow in this community. Especially is this so when it is recognized that the condition found in this community is not one of two years' standing, but rather of ten. If these young men are drafted into the army, should high morale be expected to be found among them? And yet there have been leaders in our society who are so blind to our internal problems that they have suggested that an army composed of the unemployed would be the answer to our problem since it would employ them and not dislocate industry. But for what, and for whom, would they fight? What would be the source of their faith in America?

### What Are the Problems to Be Met?

Accepting the point of view that we need to attain more fully the aims and ideals subscribed to by our school and our society, what are more specific problems which must be met effectively? We must seek more knowledge of the extent to which our society fails to attain the ideals to which it subscribes. We must study the forces—economic, social, and political—at work in other nations and in our own. We must discover the factors which have led the world to its present unhappy state. We must get the knowledge—the facts—for without them we surely cannot hope to act with intelligence. We must pierce the clouds of propaganda which surround us. And how can we get this knowledge? We can get it only through the use of the scientific method, through large freedom of inquiry or discussion. Surely those communities which are eliminating textbooks because they suggest, for example, that equality of opportunity has not been experienced by all of our people are doing all in their power to condemn America to the fate of France. Certainly they do not mean to do it—but those who are working for the banning of certain periodicals which might stimulate thinking—are contributing mightily to the development of conditions which would lead to a breakdown of our society. We need informed intelligence today, and we shall need it desperately in the years ahead, if civilization has any hope of survival to say nothing of going ahead. Let us not forget that the trade policies of the United States, France, and England during recent decades have had something to do with creating the chaos of Europe. Let us not forget that the unthinking nationalism of nations in recent years has spelled disaster for many people. If we do not persist in the struggle for facts—whether they be to our liking or not—then what hope is to be held for improvement of our own internal scene—what hope can be found in the international scene at the conclusion of war. There will be another peace someday—will it be based upon knowledge and intelligence or upon emotion only? Superintendents of schools must recognize that many people will become excited in a

crisis such as the present and may, when emotionally aroused, wish to do the very thing which is most destructive to the nation and to their own interest. The leader has an obligation here which it is imperative that he discharge.

### The Job of the Schools

Knowledge, of course, is not enough. There must also be action. We have known for many years of the plight of many youth—without jobs—without provisions for health—without provisions to insure high morale. We have acted, but slowly and without conviction. We have not said "Come, participate and contribute to our society." We have not said, "Come, unashamed for this is a society which believes in a measure of economic democracy." There has been too little action for which apology and gratitude (as if it were charity) have not been expected. When will society apologize, rather than ask those it has treated in a thoroughly undemocratic manner to do so? We must learn to translate knowledge into action. Many of our large cities have for years had most corrupt local government. Action has resulted in too few instances. A good deal of talk goes on and some knowledge develops, but the fact is that the political machines go on. Surely they need not do so if the people wish them not to do so. But few people apparently are willing to act to secure their elimination. As a nation, we are known the world over for our broad sympathy and understanding, but in our trade practices we have in some instances been so narrowly self-interested that we have been unable to see the course which is most to our interest—at least our action suggests that this has been true. It must be kept in mind that much of the faith of the people of the totalitarian states in their government stems from the ability of those states to act. The suggestion is not that we should hope that our state act in similar manner but rather that action is essential if we are to keep faith in ourselves and our society. The school must stimulate the process and practice of group thinking and acting in order that in a democratic way, action may result sufficiently rapidly to keep our faith constant and strong.

Now, as suggested in the foregoing paragraphs, another part of the job of the school in carrying out its regular job well is its responsibility for the stimulation and development of the faith of a people. If France is a demonstration of a nation which lost faith and consequently the will to fight, surely the British—regardless of the final outcome—have written a stimulating and challenging chapter of history because they regained faith in themselves and their society. Tawney<sup>2</sup> has written that the common people of Britain

<sup>2</sup>Tawney, R. H., "Reasons Why Britain Fights," *International Conciliation*, September, 1940, No. 362. Carnegie Endowment for International Peace, New York, N. Y.

are fighting "to preserve a way of life which they value above life."

The nature and quality of that way of life can be stated in a dozen different fashions; indeed—since everyone knows it—it had best, perhaps, not be stated at all. Good faith, tolerance, respect for opinions which we do not share; loyalty to comrades; mercy to the weak; consideration for the unfortunate; equal justice for all—the ordinary decencies and humanities of intercourse between neighbors—these things are clearly part of it.

So are the power to speak freely one's own thoughts, to obey one's own conscience, to do one's duty as one sees it.

So is the right of the individual to be protected against violence, whether proceeding from other individuals or from public authorities; to live under a government which he has a voice in making and unmaking; to work by all lawful means to promote the reforms and advance the causes which command his devotion, however repugnant they may be to his rulers.

### Faith in Our Future

What is the faith of America? Has it suffered in recent decades? If so, what can be done to develop it? These are the questions which must be answered. Let it be said that through the development of knowledge and the willingness of the people to face facts, pleasant or unpleasant, and through the development of an increased ability to act, much can be done to strengthen the faith. Surely, also, this faith will be strong if the history of our nation is studied—not as a nation without error, not as a nation in which the ideals of a people had and have been fully attained, but rather as a nation in which great progress has been made toward their attainment—and a nation in which that great freedom of being able to struggle for their fuller attainment exists in large measure. The faith of people is not strengthened through teaching them "facts" which their own experiences demonstrate to be untrue. It is foolish to pretend that the "elementary decencies" of life have been fully realized in our society or any other. But it is not foolish to know that the opportunity for their fuller attainment by the people exists in some societies to a much greater degree than in others. Let us develop a faith first of all in people. No man can be strong without faith in himself—no man can have faith in himself unless others have faith in him. Superintendents of schools must lead toward more democracy—more valuing of human life and human personalities—and there will be a faith far stronger than any which can be prescribed and taught. It will be a faith which will see us through.

Thus we see the major task of the superintendent of schools in the national crisis as one of making more and more sure that the aims and ideals of our educational system are being truly realized—not pencil paper results but actual development of boys and girls until they become democratic, critical citizens—with a faith in men and a faith in the democratic process. This faith is to be gained through living in schools where the climate insures its development.

(Concluded on page 95)



*Barrie School, Fort Atkinson, Wisconsin.—Eschweiler & Eschweiler, Architects, Milwaukee, Wisconsin.*

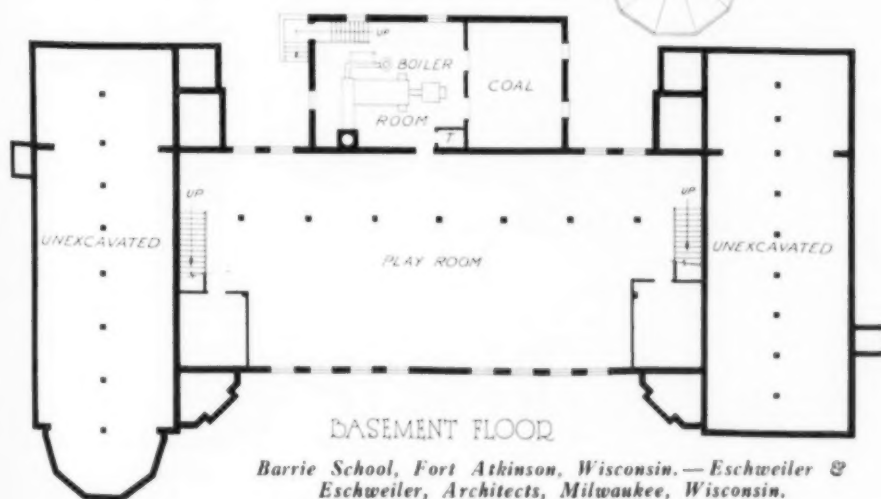
### BUILT FOR SERVICE

Changes in the philosophy of education and in teaching method have been as much responsible for changes and improvements in the plan and construction of elementary school buildings as have the advances made by architects in the planning of buildings for better safety and circulation, and for more efficient lighting, ventilation, heating, and sanitation.

The new Barrie School, at Fort Atkinson, Wis., represents a type of elementary school building which has been generously planned for flexible use in a school system that is steadily growing in the breadth and quality of its program and in the methods of class organization and instruction.



SECOND FLOOR



BASEMENT FLOOR

*Barrie School, Fort Atkinson, Wisconsin.—Eschweiler & Eschweiler, Architects, Milwaukee, Wisconsin.*

The building is planned to serve an established residential neighborhood in which the elementary enrollment is not likely to change to any great extent. The school includes a kindergarten and six grades all organized to provide a conservatively progressive type of education. The program contemplates considerable "activity" work in the kindergarten and the primary grades and involves the extensive use of a combination auditorium-gymnasium, a library, and a series of project rooms.

The basement is unexcavated, except for a large, central playroom which is essential in Wisconsin because of the long winters and the extremely wet springs. A vacuum-steam plant, with automatic stoker, and a hot-water service boiler, and a coal vault are also in the basement.



*The kindergarten-primary room is attractively furnished.*

On the ground floor there is an auditorium, measuring 23 by 43 ft., with a platform measuring 23 by 17 ft. The room can be used independently of the balance of the building, and heating, lighting, as well as exits make the room well adapted to community as well as school use.

On the first floor there are two standard classrooms, a large kindergarten-primary room, a project room, an office for the principal, a health-service room, a rest room for women teachers, and boys' and girls' toilets. The kindergarten-primary room has adjoining it a large wardrobe and separate toilets.

On the second floor there are four standard classrooms, two project rooms, a small library, and toilets for boys and girls.

The building is constructed with variegated red and purple face brick and Indiana limestone trim. The roof has standing-seam copper roofing, and the windows are of wood double-hung sash. The stairs are steel. The interior bearing walls throughout are cement block, and the finish floors are linoleum in the classrooms and kindergarten, and asphalt tile in the toilets. The classrooms have plastered walls, composition board acoustic-tile ceilings, plate-glass blackboards, cork bulletin boards, and birch trim. The toilet rooms have glazed structural tile walls, marble toilet partitions, and chinaware urinals, toilets, and drinking fountains.

The building is heated with a vapor system; the boiler is of the steel, horizontal, return-tubular type, and the stokers are adjusted to handle medium and low-grade

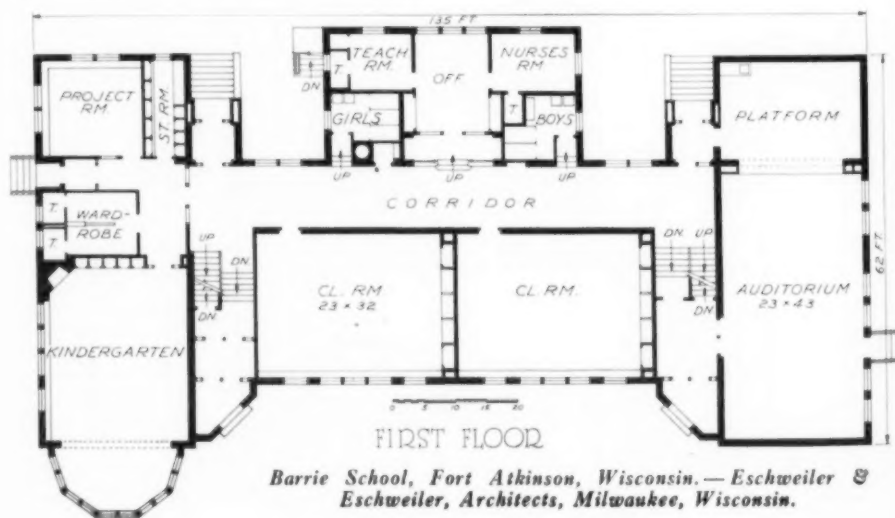
bituminous coal. Each of the classrooms is fitted with an air-conditioner type unit ventilator controlled by thermostat. Each of the classrooms has direct lighting units and is wired for visual education. The auditorium-gymnasium is planned to serve the ordinary activities of the kindergarten and six grades. The floor is hard maple strip flooring, the walls are plastered, and the ceilings are fitted with acoustical tiles.

The building was planned and the construction was supervised by Messrs. Eschweiler & Eschweiler, architects, Milwaukee, Wis.

The building cost \$125,000, of which 45 per cent was a PWA grant. Contracts were let in January, 1939, and the building was occupied early in 1940.

#### Construction Details

Exterior, Face brick and Indiana limestone.  
Flooring: corridor and classroom, asphalt tile; auditorium, maple strip.  
Boilers, Kewanee.  
Unit ventilators, Herman Nelson.  
Ventilating fans, Minneapolis Honeywell.  
Lighting, Westinghouse Magnalux.  
Flush valves, Sloan.  
Blackboards and bulletin boards, Pittsburgh Plate Glass and cork.





*General Exterior View, Garfield Elementary School, Toppenish, Washington. — Walter Rothe, Architect, Yakima, Washington.*

## Planned and Built for Small Children

Zeno B. Katterle<sup>1</sup> and Walter Rothe<sup>2</sup>

On the evening of September 24, 1939, just 17 days after the school term began, the Garfield Elementary School, Toppenish, Wash., burned.

The board of school directors and the superintendent met the following day and decided it would be false economy to rebuild the half destroyed building. The building was obsolete and needed replacement, but finances would not permit such a building project.

The building had been so constructed that it would not lend itself well to remodeling. In discussing the new building the superintendent pointed out to the board that this old structure had been too monumental; in other words it was built to stand for centuries, and after 35 years, the building was obsolete and would not suffice for a modern educational program. After some discussion, the consensus of opinion of the board and the superintendent was that such permanent construction was not advisable, and the district should build a safe but less permanent structure which would be more economical and more flexible.

The financing of the building was also a problem, because the school district was bonded practically up to its legal limit. The following system of financing had to be used:

\$11,383 — Insurance Money  
\$ 4,200 — Building Fund  
\$22,000 — Special Ten-mill Levy  
\$15,000 — Bond Issue

From all sources the board had \$52,583 available.

Mr. Walter Rothe, architect, was called as to whether a building could be constructed for this money. He was informed of the desire to build from the practical and economical standpoint. The teachers and principals of the entire system were consulted in planning the building. The building contract was let for

\$40,650, the plumbing and heating for \$8,966. Both contracts had the following clause: "75 per cent local labor should be used if available."

The building has nine classrooms, a library, a clinic, and an office suite which includes a stock room and a teacher's workroom.

The building has been constructed with the modern educational program in mind. The furniture is movable, and everything but the chairs was made in the manual-arts depart-

ment of the high school. Much storage space is available, and poster board is ample in each room.

In the primary rooms a direct exit to the playgrounds is available. Later cement slabs 20 ft. wide will be laid between these exits and the main playground. In each of the rooms a lavatory was installed with hot and cold water, and in the three primary rooms there are toilets. Every bookshelf and closet shelf in the building is adjustable. Provisions



*The first-grade room is fitted with movable tables and desks. The work bench shown on the left has thirty-six compartments for holding pupils' work.*

<sup>1</sup>Superintendent of Schools.

<sup>2</sup>Architect, Yakima, Wash.



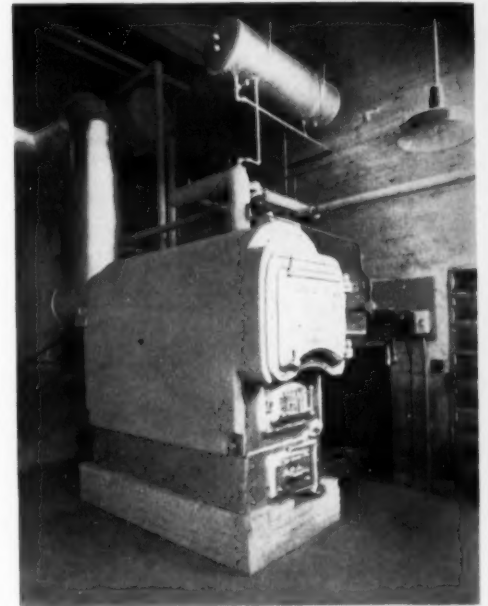
*The main entrance has been treated with glass brick and limestone.*



*A typical primary room showing the exit, toilet, lavatory, wardrobe, and work space. The window area is 22 per cent of the floor area.*

have been made for an intercommunication system and also a clock system.

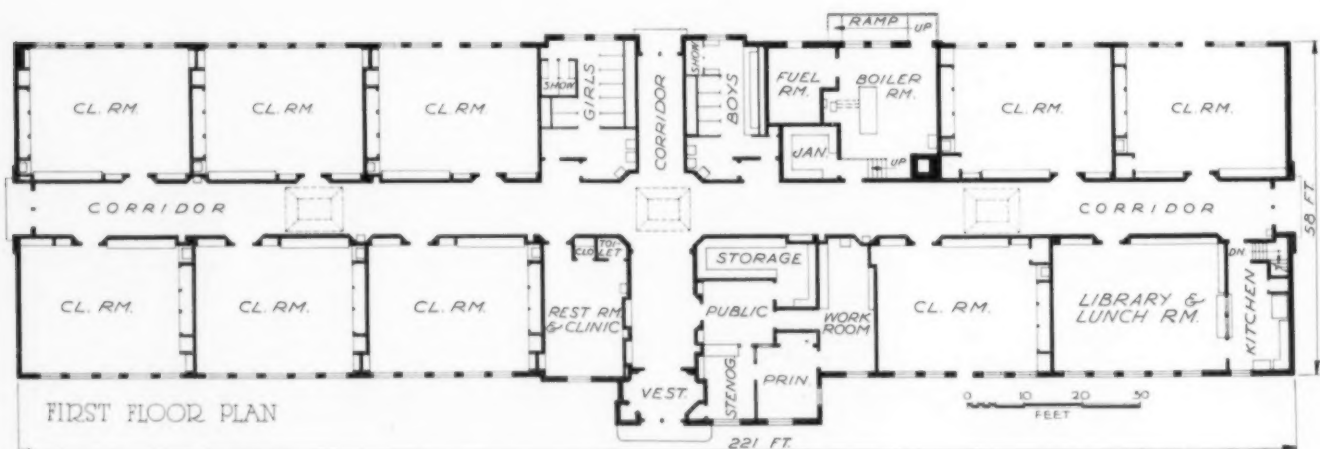
The classrooms of the Garfield Elementary School have light fixtures of the indirect type, thus insuring an illumination of the best quality—the quality of the light is as important as the quantity—if not more so. The fixtures are of a design to accommodate the new incandescent inside frost lamp with the medium bipost base. One feature of the bipost lamp is its mechanical size, being about 50 per cent smaller than the conventional lamp of the same wattage. Because of the relatively small size of the bipost lamp, the fixtures



*The boiler room has walls and ceiling of reinforced concrete. The steel boiler is equipped with a bin feed stoker.*

which accommodate it can be correspondingly smaller. This reduction in size results in a beautiful fixture, lower in price and without any sacrifice in quality, and more in keeping with the architecture and size of the average schoolroom.

Four fixtures are used per room. In addition to the wall switches there is a supervisory control of the lights by means of photoelectric cells. Excepting the two used



*Garfield Elementary School, Toppenish, Washington. — Walter Rothe, Architect, Yakima, Washington.*

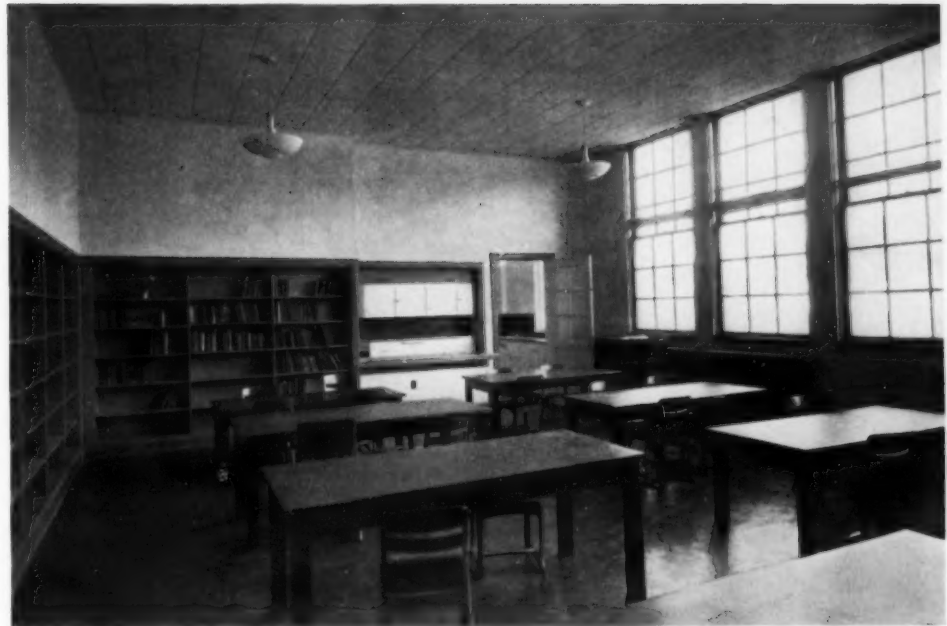
on the entrance switch, no fuses were used in the building. Wiring circuits are protected by multibreakers, the entrance wiring and switch were installed overly large to provide capacity to serve future additions to the school. All wiring is insulated in conduit.

A considerable amount of time and thought was devoted to the design of the lighting of the Garfield School — the desire being to provide a modern school with modern tools. The plan here has been to secure equipment that will provide, within reasonable economies of installation and operation, an illumination of good quality and intensity.

The foundation of the building is reinforced concrete. Floors also are of concrete. Around the entire building, inside the foundation is a continuous pipe trench which contains all plumbing and heating pipes. The trench is well ventilated through an open flagshaft as well as other vents.

Wall construction is the type known as brick veneer. Framing is of 2 by 6-in. studing well braced with 1-in. sheathing applied diagonally across the studding. Roof construction is also wood framing with built-up roofing applied over wood sheathing. Inside partitions are all of wood with plaster applied over rock lath. Ceilings are stripped with 1-in. strips over which is applied ½-in. sound-absorbing board. Ceilings are also insulated with 4-in. of rock wool. Finished floors throughout, except toilets, are of ⅝-in. asphalt tile laid over a perfectly smooth concrete base. Toilet floors are of cement and tile.

A kitchen and basement storage room have been provided for the hot-lunch program which is carried on during the winter months.



*The combination library-utility room has adjoining it a kitchen and a sliding door over a serving counter. The room serves as a reading room, lunchroom, and a special activities room.*

Fifty per cent of the children are transported to and from school and carry lunches.

The boiler room is constructed of reinforced concrete, and a hot-water system has been installed. A bin-feed stoker eliminates the usual work which a janitor must do in refilling the stoker. The circulation of the heating system is arranged so that either side of the

building can be heated separately, and the office suite can be heated independently.

The main corridors were narrowed from the usual 11 ft., 3 in. to 9 ft., 7 in. to give that space to the room. All doors in the main corridor are recessed.

The building is so constructed and planned that expansion will be no problem.

## A High School on a Hill Side

Senior High School, Oil City, Pennsylvania

Vaughn R. DeLong<sup>1</sup>

The Senior High School at Oil City is unique in that it has outside exits at ground level on four of its five floors. This condition resulted because the architect was forced to adapt the building to a very unusual school site. The Allegheny River divides Oil City into two parts of about equal size. The old high school, built in 1898, was located on a narrow bluff overlooking the river. The front of this bluff is used for one of the main thoroughfares of the city, and the ground immediately back of the old school site rises rapidly to other narrow levels of the residential section of this part of town until it reaches the tableland fully a mile away from the river. When the necessity of building a new high school became imperative in 1933, it was decided to utilize the old site and add to it by buying the adjoining properties. This was done because there was no suitable level site except on the extreme outskirts of the city, and any other educationally and acceptable site having even the minimum requirements of level ground was such valuable property that its purchase could not be considered.

The building completed in 1933 consisted

entirely of facilities for academic work. The old high school was left standing and used for the central offices, music, art, and science classes. The new building contained 23 classrooms, a library, two gymnasiums, an audi-

torium seating 900, and the principal's office. With this arrangement, the emphasis in the high school was entirely upon academic and commercial work. No facilities were available for any industrial arts, trade school courses,



*The Oil City, Pennsylvania, Senior High School occupies a narrow bluff overlooking the river.*

<sup>1</sup>Superintendent of Schools, Oil City, Pa.



*Left: welding is an important occupation in the community and is taught in the industrial arts shop. Right: the machine shop provides thorough training for important local industries. (Pictures by the Oil City Derrick.)*

or domestic arts, and the laboratory conditions of the physical and biological sciences were entirely inadequate.

The renewal of the PWA assistance in 1938 made it possible to consider the completion of the unit. The requested aid was granted and the project was started on October 15, 1938. The old building was razed and the new addition became an integral part of the 1933 building through the extension of existing corridors. The building was completed for the opening of school in 1939 and now exists as a complete modern building.

Only two major changes were necessary in the original part of the building. A book storage room and a men's rest room were converted into a medical suite. This suite is located in one corner of the building where it is easily accessible to an outside entrance for pupils from other schools, and yet it is

not located on a hallway where the high school traffic is routed. A large and attractive waiting room greets the student as he enters. An examination room of ample size with toilet facilities, a dressing room, and a storage room adjoin the waiting room. The third room of the suite is equipped with two hospital beds for students who become ill at school. This room may later be used for dental work.

The other change was the conversion of the girls' gymnasium into a study hall, equipped with tables and chairs for 350 students. The girls' locker room, located on two floor levels, then became the kitchen and serving room for the cafeteria, and the study hall does double duty by being used as the lunchroom at noon. This change was made so that the study hall would be located near the library and so that better traffic conditions might exist as explained in the following paragraph.

Until the new part was completed, it had been necessary to use the auditorium as a study hall.

It might be assumed that hall traffic conditions would be bad because of the fact that the halls on the lower floors could not have outside exits and stairways at both ends. But this situation was solved by placing the library and the study hall on opposite sides of the corridor on the third floor. This causes the largest flow of traffic to originate at this central point. Traffic conditions were further aided by strategic scheduling of the regular classrooms and by placing the laboratories and shops in the wing apart from the main group of classrooms.

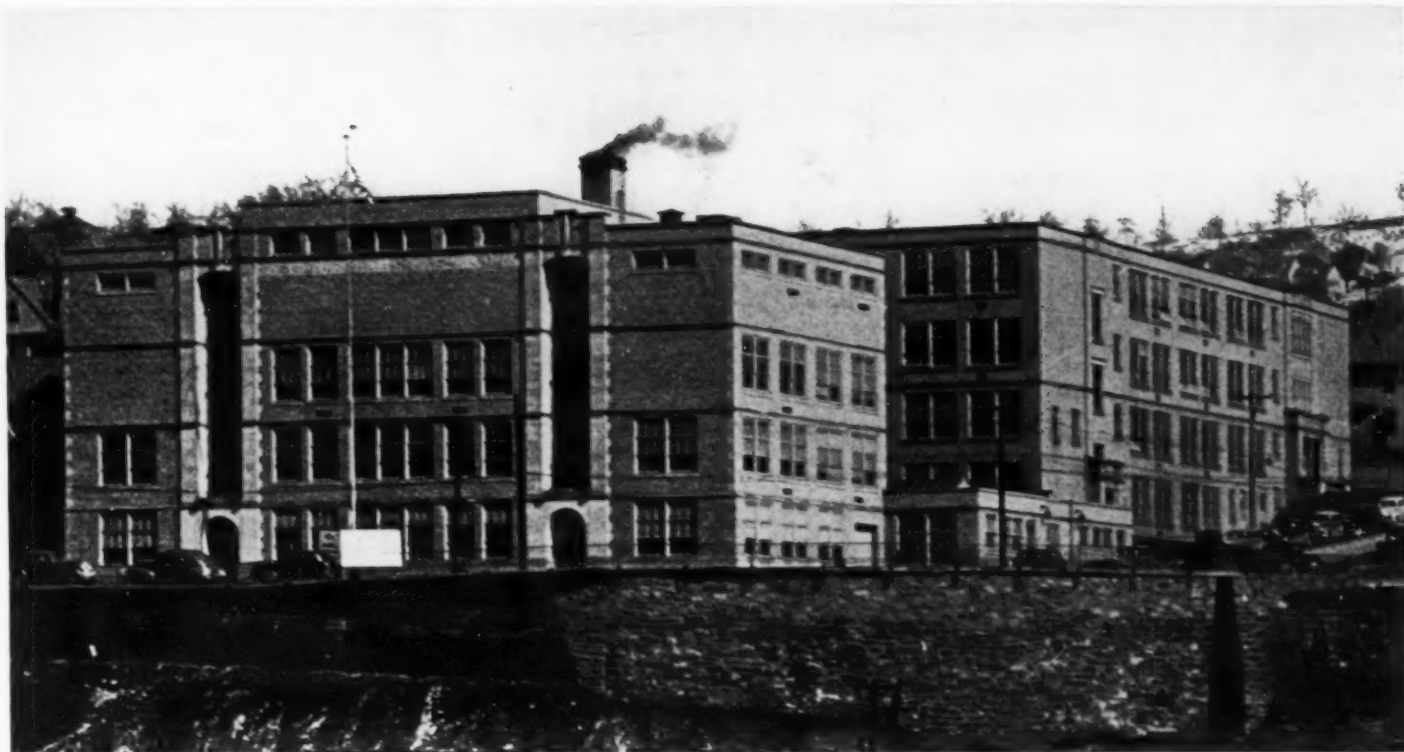
The location and treatment of the shops is another example of the way in which the utmost use was made of the available site. The drawings show how the new wing was formed by the extension of the corridor of the existing building and the erection of a four-story section paralleling the building but at a distance of 75 ft. from it. The ground floor of the new part was on the boiler-room level of the older part so this space of 8400 sq. ft. between the buildings was used for a one-story factory-type shop unit. This made it possible to add the shops at very little cost, for only one wall and the roof were needed in addition to the walls necessary for the other part of the building.

The ground floor of the addition houses the auto-mechanics shop, machine shop, oil-and-gas shop, feeder shop, mechanical-drawing room, industrial-arts shop, central supply room for the school system, book-storage room, boys' toilet, and the office for the supply clerk and attendance officer, in addition to the necessary shop-storage rooms. This floor has tile walls throughout, with industrial mastic-tile floors in the shops, except in the auto-mechanics shop where there is concrete. The oil-and-gas shop is an innovation in vocational shops and was created to train boys for the varied types of work found in the near-by oil fields. Some of the activities carried on in it are gas and electric welding, pipe fitting, forge work, and heat treating.

The first floor of the addition (so called because it is the first floor to be continuous in both the old and new part) houses 5 classrooms, the art room, and the administrative offices and school-board room. The art room is equipped with special art tables, built-in



*The oil and gas shop provides vocational training of great importance in Oil City. Pipe fitting and threading and oil testing are carried on in the shop illustrated. (Picture by the Oil City Derrick.)*



*General View of the Senior High School, Oil City, Pennsylvania.*

*The difficult problem in planning this building arose from the hilly character of the city and the necessity of placing the building on a site accessible to the majority of the pupils. Direct street entrances to three floors of the building are seen in this picture. The entrance to the fourth floor, at the rear, is also on ground level. — W. Holmes Crosby, Architect, Oil City, Pennsylvania. (Picture by the Oil City Derrick.)*

lockers for partially completed work, easel bulletin and blackboards, a sink, a large workroom for special projects, and a supply room. The domestic-arts unit, located on the second floor, is one of the most attractive spots in the building. It consists of a foods laboratory, clothing laboratory, and a model apartment. The student tables in the foods laboratory are made as a complete unit with the sinks included. The tops of these tables are stainless steel, and the four stoves at the ends, which just come to the top of the tables, create a harmonious effect that gives added incentive to the students to keep the room spotless at all times. The model kitchen adjoins the foods laboratory and leads to the dining room of the apartment. Its built-in cupboards with stainless steel work top, its casement windows over the enclosed sink, its gleaming white stove and electric refrigerator truly make it a model kitchen. The clothing laboratory has beautiful cutting and student tables of birch and built-in ironing boards, and its fitting alcove is equipped with a stool and triple mirror. The tables in both the foods and clothing laboratories are equipped with attached seats with backs.

Other rooms on the second floor are a music room, general-science classroom, physics laboratory and recitation room, and a chemistry laboratory and recitation room. The music room is finished with acoustical plaster walls and acoustical tiles in the ceiling. Even though it houses regularly groups of a hundred or more in band, orchestra, or chorus, the acoustics is perfect. Both the physics and chemistry rooms are equipped with laboratory stations for 36 and lecture chairs for a like number. This permits the instructor to have the most flexible use of his time between laboratory and recitation but makes a compact group for demonstration and recitation pur-

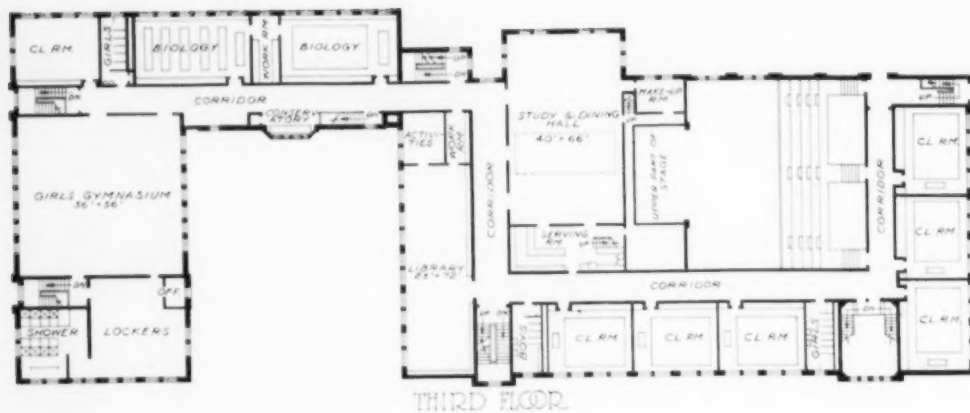
poses. This arrangement is liked much better by the instructors than the one in which it is attempted to combine a recitation and laboratory room without a lecture section. Both rooms are equipped with built-in cupboards, and a workroom is placed between them. The chemistry laboratory has a fume hood and a still for distilling water. The physics laboratory has an electric distribution panel which permits the use of 2, 4, or 6 volts d.c. current and 110 or 20 volts a.c. current at each student station. This service is also available at the instructors' desks in both the chemistry

and physics laboratories. An added feature of this unit is that no storage batteries are used to furnish the current so that maintenance will be kept at the minimum. A darkroom with running water and electric service adjoins the physics laboratory. Compressed air with a pressure of 35 pounds is piped from the auto-mechanics shop to the instructors' desks in both the laboratories.

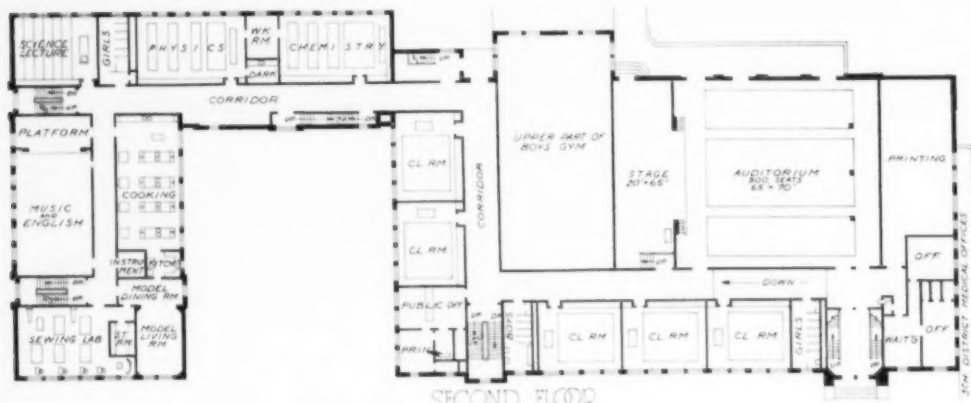
The girls' gymnasium, one classroom, and two biology laboratories are located on the third floor. The topography is a decided asset here for although this is the third floor, really



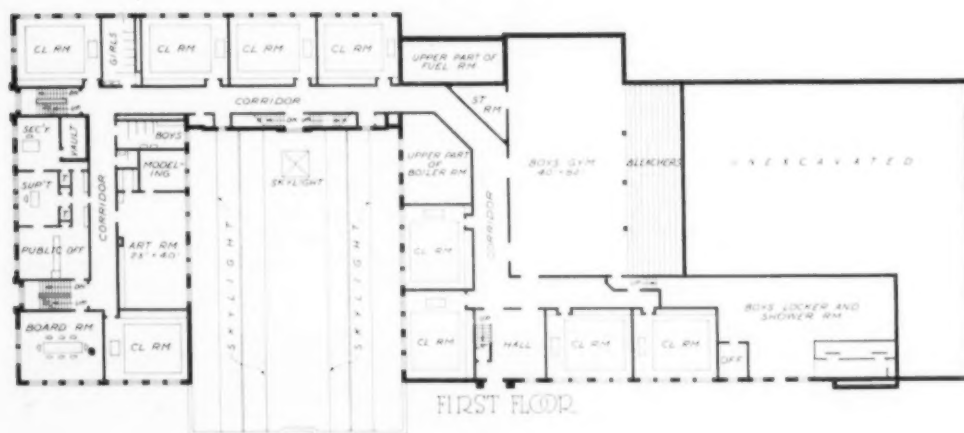
*The foods laboratory.*



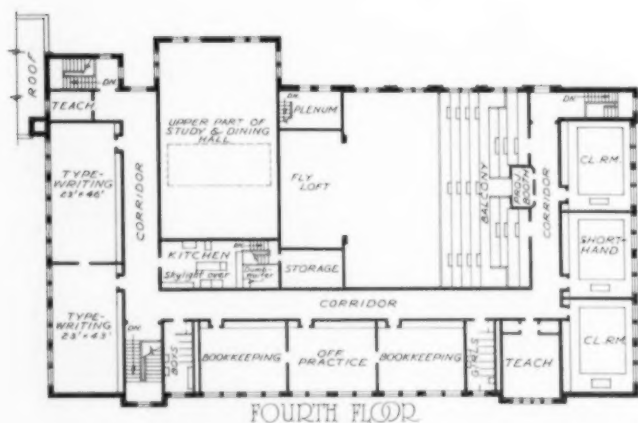
THIRD FLOOR



SECOND FLOOR



FIRST FLOOR



FOURTH FLOOR



GROUND FLOOR

Floor Plans, Senior High School, Oil City, Pennsylvania.—  
W. Holmes Crosby, Architect, Oil City, Pennsylvania.

four floors above ground level at the front of the building there is an outside exit on the ground level at the rear. The study hall and library are also located on this floor in the older part of the building and thus have an outside exit at ground level. The biology laboratories are equipped with demonstration desks, student tables and sinks. A workroom and a supply room are placed between them. A small conservatory is placed across the corridor from the biology laboratories. Its slate plant beds provide opportunity for projects and its location on the corridor makes its beauty available to all pupils using the hall. Its high casement windows and dormer type of construction make it an architectural feature which breaks the straight lines of the outside of the building, and its placement over a continuous expanse of glass in the stairway below creates a very pleasing effect.

One of the most useful general features is the public-address system installed in the entire building. It permits two-way communication with any room and has full two-channel equipment. Microphone stations have been placed in the principal's office, the auditorium, the board room, the music room, and the girls' gymnasium so that programs may originate at any of these points.

All rooms except the shops have been painted a light green with ivory ceilings. The window casings have likewise been painted green. The result is a soft pleasing light. The ample blackboards and bulletin boards are trimmed with metal painted a warm brown. The built-in lockers, teachers' cupboards and book storage cabinets are likewise painted brown. Each room is equipped with an electric clock, and electric outlets are provided at the front and rear of each room. These service outlets make it possible for any teacher to use the silent or sound 16mm. motion-picture projector or the lantern for slides or opaque objects, and the science classes can readily use the microprojector.

The halls have a light buff tile wainscoting surmounted by cinder block painted a light green. This gives a very nice effect, has splendid acoustical advantages and requires little maintenance. All toilet rooms have glazed tile walls. The ceilings of all rooms and halls are cement with the exception of the few which are furred. Hall and classroom floors are linoleum; offices, apartment, laboratory and shop floors are mastic tile; toilet and stair-

(Concluded on page 90)

# Problems Confronting Boards of Education in Colorado

J. Fred Essig<sup>1</sup>

At no time since Colorado, the Centennial state, was admitted to the Union have boards of education faced more trying and perplexing problems. Each year brings a new crop of unsolved situations which clamor for solution. Many communities experienced considerable difficulty in securing the services of well-qualified citizens for school-board membership because of the complicated nature of the duties to be performed. Any conscientious citizen who signifies his willingness to serve on a board of education soon discovers that he ought to be a combination lawyer, sanitation specialist, financial wizard, educational and personnel expert — and possess the judgment of a Solomon.

Most of the problems confronting boards of education in Colorado have to do with revenue for operating purposes. However, there are many other problems equally perplexing.

Many of the problems raised in this paper may appear to be purely administrative. However, the difficulties of all types of districts from the smallest rural school to the largest city school system will be discussed. In the smaller school, boards of education must assume many of the administrative details which would normally fall to the lot of the school administrator in the larger school. Small schools are much in the majority. It is for that reason that some of the topics are included in this discussion.

Before attempting a discussion of financial problems it is necessary to give some of the background of the financial structure set up for the support of the public schools in Colorado. Most boards of education in Colorado are concerned only with two funds: namely, the General Fund and the Special Fund. Debt service levies are made by the county commissioners as directed by law. The levies for this fund are automatic and mandatory in order to protect the bond holders. A few of the larger school districts have small pension levies and in some instances very small library levies. For all practical purposes boards of education have only the General Fund and Special Fund to consider.

The General Fund is obtained from a levy, not to exceed five mills, placed upon all property in the county. It was intended that the five mill or less county levy would guarantee a minimum of \$75 per month toward the salary of every teacher. Provision was made that, in case the county general levy did not provide the necessary amount of money, the state superintendent of public instruction was to reimburse the fund in each county so that \$75 per month per teacher would be available. In recent years the income from the county general fund plus the apportionments from the state superintendent's office have been insufficient to pay the full \$75 per month for each teacher. Public schools can use none of the money in the general fund for other than teacher salaries. The law further provides that, if the state superintendent has used all moneys in his hands and there is still insufficient cash to pay the above-named amount, the state auditor shall make up the difference, but no cash

has ever been provided by the state for this purpose. Obviously any local district deficit in this fund must be made up in the Special Fund, the only other fund available to boards of education.

## State Aid Needed

Revenue for the Special Fund is obtained from a levy upon all property in the local school district. Payments may be made for practically any purpose for which money is needed, including teacher salaries. At the time the General Fund was established a minimum annual salary of \$1,200 was named for all teachers holding an A.B. degree and a minimum \$1,000 per year salary for all teachers with less than an A.B. degree. The difference between \$75 per month for a maximum of nine and one half months and the minimum salary was to come from the Special Fund. Many school districts in Colorado have been unable to pay teachers the guaranteed minimum salary because of a variety of circumstances to be discussed later.

There is in Colorado a great need for a thoroughgoing program of state aid for education. Since Colorado is a tourist and resort center there are great inequalities of educational opportunities. There is a heavy concentration of wealth in a few centers. Many of the outlying rural areas are very poor, yet they have comparatively large groups of children to educate. Some first-class school districts now have approximately \$1,500 of taxable wealth back of each child to be educated. On the other hand, several large school systems have nearly \$10,000 of taxable wealth back of each child to be educated. When the constitution of Colorado was written, it recognized education as a state function by providing "for the establishment and maintenance of a thorough and uniform system of free public schools throughout the state." The state has never assumed the obligation placed upon it by the constitution. A step in the direction of state aid was taken in 1936 when a state income-tax enabling act was voted as an amendment to the constitution.

The legislature of 1937 passed a state income-tax law allocating the avails of the tax to the schools to be used as a replacement tax in the General Fund. If enough money was realized to erase the general five-mill county levy, the remainder was to be used to replace a part or all of the Special Fund levy. Such a program, if it had been allowed to become fully operative, would have been a step in the direction of state aid. It would likely have eliminated the five-mill county levy, thus leaving any apportionments in the hands of the state superintendent to further aid in lowering the Special Fund levy. The legislature of 1940 in casting about for funds to pay off a state deficit saw fit to divert 65 per cent of the income-tax proceeds from the schools to the general fund of the state. Many schools were seriously handicapped because the county general fund in most counties seldom paid more than \$65 per month per teacher, and in many counties it paid much less. If the income tax had remained for the schools, the full \$75 per month for each teacher would likely have been received by

local schools. If boards of education are to provide any sort of relief for the property owners of local communities, the full proceeds of the income tax must be returned to the schools as an equalizing and replacement feature.

## Junior Colleges Complicate Problem

A further complicating feature came into the administration of the General Fund with the passage of an act in 1937 permitting the organization of junior colleges on a county-wide basis where county valuations were sufficient. Such institutions participate in the General Fund of the local county and state apportionments on the same basis as the public schools. The difference is that, while public schools receive \$75 or less per month for each teacher of 35 pupils or major portion, the junior colleges benefit at the rate of one teacher for each seven students enrolled during the preceding year. The junior colleges are under no obligation actually to employ as many teachers as the number represented by the money they receive. Furthermore, the public schools may use the receipts of the General Fund only for the payment of teacher salaries. The junior colleges are not bound by the same limitation. Of course, the junior colleges do need the support they now receive, but some adjustment needs to be made to the General Fund. Some equalizing or compensating feature should be added through direct grants to the general school fund or some such scheme.

The problem of school financing could be considerably eased through a system of federal aid to education. The trend toward federal aid seems to be increasing. While such aid is desirable, boards of education should carefully guard against federal encroachment upon education. Direct aid to education may be necessary, but local autonomy is still very worth while. Boards of education should be ever watchful of federal aid to the end that aid does not bring federal dictation.

Many school districts because of their precarious financial condition find banks and other institutions unwilling to cash their warrants at face value. Teachers in particular suffer from the situation because teacher salaries constitute 75 per cent of the expenditures in most schools. When warrants are registered, they draw 6 per cent interest and there is little excuse for discounting them. It should be relatively simple to make the discounting of warrants an impossibility. Certainly they are not being discounted for lack of security. Boards of education have a definite obligation to their teachers to lead a crusade for the correction of this evil.

Unfortunately the Colorado law permits county treasurers to charge school districts 1 per cent, as a fee to the office, for the collection of all money collected in the Special Fund. The county treasurer's office is adequately provided for through the collection of other fees. The office is also supported out of the county funds. If boards of education had adequate funds with which to operate the schools, there would be much greater justification for the collection fee. The fee for

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collecting school revenue should be eliminated. One per cent seems a small fee, but when it is added to noncollections and other losses the total becomes a sizable sum.

### Supplies Purchases

Most boards of education are able to buy supplies in such small quantities that all advantage of quantity buying is lost. There is serious need for a centralized buying agency. Such an agency would permit buying on a bid basis thus affecting considerable saving to the schools who made up the pool. Such a unit can very conceivably be in the office of the county superintendent of schools. An advantage, aside from economy, would be a tendency toward standardization of school supplies. Such a standardization might result in further economies; at any rate thousands of dollars annually could be saved by a properly operated system of centralized buying.

There is little justification for the fact that boards of education are unable to purchase standard supplies such as auto parts, tires, oil, grease, and other bus and truck accessories under state contracts through the office of the state purchasing agent. In Colorado, a considerable saving, especially in the operation of school buses, could be brought about under such a system. Several states already permit such purchases through the purchasing agent's office.

Schools which operate transportation systems could materially reduce such costs if school buses were exempt from the gasoline taxes and motor-vehicle-license fees. After all, taxes on gasoline and motor licenses constitute a tax on taxes. It seems a bit inconsistent to use revenues realized from taxes to pay other taxes.

Recent information tends to support the contention that fire-insurance rates on school property are too high. A short time ago fire underwriters announced a 25 per cent reduction in fire-insurance rates on school property in Colorado. Considerable further reductions could safely be made. Figures compiled by the Colorado Association of School District Boards show that for the last seven years insurance companies suffered an average annual fire loss of 21.1 per cent on educational property with a high of 37 per cent in any one year and a low of slightly more than 10 per cent. The loss ratio on all property in the state averaged 32 per cent. Schools pay more than four times as much as they should for fire insurance if the average for the seven years noted above is typical of the anticipated experience of educational institutions. Fire insurance cost educational institutions \$473 for each \$100 loss during the period to which reference has been made. All property in Colorado paid during the same period \$311 for each \$100 of loss by fire. It is evident that further reductions in fire-insurance rates could safely be made to educational institutions and thus reduce the cost of education to the taxpayer.

### Better Property Assessments

A thorough reappraisal of all property in Colorado accompanied by an equitable adjustment of the tax burden is estimated to yield a considerable increase in the income from the tax on real and personal property. Boards of education can become a potent force in such a movement. There is considerable variation in arriving at what constitutes the just and equalized valuation of property

for taxing purposes. Scarcely anyone would sell desirable property for the valuation put upon it by the assessor.

At the present time, boards of education in school districts not maintaining high schools may or may not pay the tuition of pupils who attend high school where tuition is charged. A bill was submitted to the 1940 legislature which would have made of all school districts in the counties not supporting high schools a single district upon which a uniform tax would have been levied for the purpose of paying tuition for pupils attending high schools where tuition is charged. The bill was not passed, but it did serve to call attention to a serious problem. Especially serious is the problem in sparsely settled areas of the state. Since Colorado is so highly rural the difficulty is rather general over the state. Some provision should be made so that pupils in rural areas may have an opportunity in greater numbers to take advantage of high school facilities.

Needless to say, another problem facing the boards of education of Colorado is the problem of consolidation. The state is divided into 2056 districts. This means there are more than two thousand separate and independent educational units. True, many of the units are very small and very expensive because of their size. There is little unity and virtually no standardization relative to salaries, teachers, or equipment. One of the most pressing problems facing boards of education in Colorado is the elimination of many of these small districts through consolidation and the union of weak districts. Legislatures should devote considerable effort on legislation which would promote consolidation of school districts. Larger units would result in tremendous savings as well as greatly increased school efficiency. Such a program would result in the elimination of many small boards of education which would be welcome.

The Colorado law makes the county treasurer the custodian of all funds realized from tax levies. Most boards of education go blithely along writing warrants on their respective funds with little or no supervision until they have exhausted their purchasing power. Since the county treasurer acts as banker for school districts, he should be required to give adequate supervision so that boards do not write warrants without regard to the cash on hand. Monthly reports showing warrants paid, cash balances, and budget balances would greatly facilitate the work of boards of education as well as discourage the writing of registered warrants. Many school districts drift into careless habits for want of careful direction at the hands of the treasurer and county superintendent of schools.

### Building Fund vs. Bonds

At the present time no board of education can accumulate a cash balance in the debt service fund for building purposes. Such a condition tends to discourage boards from looking ahead to anticipate housing needs. It means that few school districts can finance a large project without a bond issue. Most districts could save a small amount each year to be used for building purposes, or if they were allowed to do so. This would save much interest on bonds for building purposes. All of the advantage in the debt service fund is at present with the investor and not with the school district. Most boards of education know very little about their balance in the debt service fund. Greater interest and knowl-

edge on the part of boards of education would soon bring about needed reform, which can come only through sensible legislation.

There is need for a thoroughgoing, adequate, and uniform financial accounting system for the state. Boards of education may use any system of bookkeeping they desire. In view of this, financial facts given by school boards are often of little value for comparative purposes. If a uniform accounting system were to be used, much closer supervision would be possible and a long-range state-wide program of education could be inaugurated. Such a program would materially improve the school accounting service all over the state as well as make possible clear and easy comparison of school costs.

School construction is often haphazard and ill advised because boards of education do not have the time or knowledge to devote to building construction. Some agency should be provided to which boards of education could go without cost to them. Such service would include procedures for floating a bond issue, methods of surveying building needs and provide means for judging adequacy of plans for the new building. There is existent in every state many buildings which are monuments to stupid and shortsighted educational planning. Such a service should probably be centered in the office of the state superintendent of schools. At the present time there is no independent architectural school planning service open to boards of education.

### Teacher Tenure and Retirement

Teachers of Colorado have long agitated for an adequate retirement program. Permissive legislation was passed in 1921 which made it possible for boards of education to make an additional mill levy to pay teachers at retirement an amount not to exceed \$50 per month. However, the provisions of the act apply only to first-class school districts and extend to a relatively small number of the larger school systems. In addition, there is no assurance that once the system is established its permanence will be unmolested. The present system is not a retirement system at all but a pension system. Boards of education should give serious thought and consideration to the establishment of a state-wide and adequate retirement plan for teachers. Discussion of retirement leads directly to the next point, that of tenure.

Three school districts in Colorado were given teacher tenure through another law passed in 1921. The provisions of this law applied only to school systems in communities of 20,000 or more inhabitants. There is little justification for such discrimination, but it is the law and at present there is little that can be done about it. Of course, teachers are unwilling to crusade against the measure for its repeal may remove any security now afforded their group. They only ask for similar treatment for the entire group. Serious study should be given the problem of teacher tenure to the end that an equitable and fair system may be established on a state-wide basis.

There is no uniform minimum program of health in the schools of Colorado. If health is the first duty of the school, then provisions should be made to assure such results. There is still less emphasis upon an adequate program of health instruction and the inculcation of thorough and basic health habits. There is little or no relation of the athletic and recreational program to health. Much needs to be

done in this field. Boards of education need to be made conscious of the problem. Every school can at least build up a fine health library at small cost.

Many schools stand in great need of adequate library facilities not only in the field of health but in all areas. There is a definite need to secure greater consideration on the part of school boards for increased library equipment. Perhaps greater use of the mill levy allowed under the law would be of value. A state-wide library service of wide application would be a boon to schools. At any rate, a vast majority of schools have libraries that are woefully inadequate.

Another problem which clamors for solution is how to provide adequate vocational education in the small high school. Many of the small high schools are forced to offer only a college-preparatory course because one or two graduates go to college and others, while they may never attend college, want to be prepared for college. One of the easiest ways in which a broad vocational program could be achieved would be through consolidation of smaller districts. At the present time not more than 30 per cent of the graduates of the high schools attend college. The remainder make their living without further formal training. Boards of education should furnish the type of vocational education for young people who do not go to college which will definitely enrich their lives.

One of the most pressing problems facing every school-board member is that of securing adequate and reliable information on the problems mentioned. This is possible by setting up a central bureau of information. Such a bureau is provided in one third of the states through an organization of school-

board members. Their organization sponsors state-wide and regional conventions for the discussion of their common problems. About a year ago an effort was made to set up a similar program for the boards of education in Colorado. Most of the credit for the organization goes to Dr. Don Sowers of the University of Colorado. A statistical and research bureau is maintained at the university so that boards may have an unbiased source of reliable information. So far boards of education have not affiliated themselves as widely with the organization as should have been done. Every alert and forward-looking board of education is earnestly seeking every bit of assistance it can find. Here is an opportunity to secure a great deal of assistance at small cost. Each board should hold a membership in the Colorado Association of School District Boards. Already a sizable reduction in fire-insurance rates has been effected largely through the efforts of this organization. There is much that needs to be done. The organization is only in its infancy.

After consideration of the problems mentioned, and this does not exhaust the list, it is easy to see why citizens are reluctant to offer their services for school-board membership. Many of the problems noted require a long program of education which is hardly possible under the short terms served on most school boards. No board member receives any compensation for his services so that most board members do not feel called upon to crusade for widespread reforms. In the interest of better schools for the children of Colorado, someone must become a crusader. Such a condition can be effected through school-board organizations of a permanent nature.

in inverse proportion to the sum of these values. Then the sum of the ranks for the four faculties was obtained for each item and a composite ranking was found from the rank of the sums. The items, in abbreviated form, are given below in the order of this consensus ranking. The list of statements is by no means exhaustive; in fact, quite a number of other suggested measures were added by various teachers. Furthermore, probably quite a few of the statements are purely local in their application. Nevertheless, it is believed that the list will be suggestive to other administrators and teachers in trying to meet a similar problem in a constructive manner.

### Check List

*Of Measures to Stimulate Better Work and Thus Reduce Pupil "Failures" in the High School, Ranked in Order of Relative Importance by 150 Teachers.*

1. Encourage and require better attendance.
2. Inculcate a higher sense of responsibility.
3. Form better study habits at every level.
4. Develop self-confidence in ability to achieve.
5. Secure better motivation.
6. Eliminate useless classroom interruptions.
7. Build more sympathetic pupil-teacher rapport.
8. Teach "how to study."
9. Require satisfactory scholarship of those pupils who represent the school in athletic or other activities.
10. Require work missed on account of absences to be made up.
11. Provide more guidance in pupil selection of courses.
12. Reduce the load of failing pupils.
13. Provide greater opportunity for failing pupils to "recite."
14. Obtain personal conference with parents for every "chronic case."
15. Base promotion upon ability to do sequent courses.
16. Require "hopelessly failing" pupil to drop course.
17. Eliminate after two semesters "total failure" pupils.
18. Conduct departmental meetings for improving learning.
19. Adapt courses to individual differences.
20. Formulate intradepartmental tests to check standards.
21. Restore the policy of providing permanent department heads.
22. Offer subjects on lower achievement level for noncollege pupils.
23. Adopt hour periods in order to provide supervised study.
24. Broaden the curriculum, offering more nonacademic electives.
25. Notify parents weekly as long as pupil is failing.
26. Require failing pupil to meet every afternoon with teacher.
27. Schedule pupils two or more periods with same teacher.
28. Provide more classroom supervision by the principal.
29. Require failing pupils to report to after-school study hall.
30. Do not try to reduce failures, since standards demand them.
31. Provide junior high teaching experience for senior high teachers.
32. Select summer school teachers according to percentage failed. (No extra compensation is given for summer teaching.)

## How Shall We Reduce Pupil "Failures?"

H. Reid Hunter<sup>1</sup> and E. R. Enlow<sup>2</sup>

For many years the four white senior high schools of Atlanta have maintained a policy of demanding high standards of scholarship, with a resulting fairly high percentage of pupil subject "failures." As a consequence of this policy there has been considerable perturbation on the part of those who view with alarm the effects of pupil failure. The percentage of subject failures has been ranging approximately from 10 to 20 per cent for a given school with the model figure toward the upper end of this range.

In September, 1938, the board of education instructed the administrative staff to analyze the reasons advanced for the high failure rate in the high schools, the range being from 14.7 per cent for foreign language to 17.6 per cent for English. The results of this study were published in May, 1938, in a mimeographed brochure of 36 pages. The reasons assigned by teachers for each individual pupil failure in each subject were organized into eight groups. These categories, together with the percentage of failures assigned to each, are as follows: (1) lack of effort, 44.7 per cent; (2) poor attendance, 19.1 per cent; (3) lack of ability, 15.2 per cent; (4) poor foundation, 7.9 per cent; (5) erratic personal habits, 6.3 per cent; (6) illness or physical defects, 3.3 per cent; (7) outside interests, 2.2 per cent; (8) miscellaneous causes, 1.3 per cent. The reasons assigned for any one

pupil failure were often classified under several of the above headings.

During the school year 1939-40, the high school principals, the supervisors and directors, and some of the teachers were invited to submit lists of measures which in their estimation might possibly serve to stimulate better work by pupils in the senior high school and thus reduce the high percentage of failures. These lists were combined into one master check list of 32 statements, duplications being omitted. Then a copy of the check list was sent to each high school teacher, with the following instructions:

1. Place the numeral (1) before those items which you consider to be of *greatest* importance (for the purpose indicated above).
2. Place the numeral (2) before the items which are of *some* importance.
3. Place the numeral (3) before those items which would be of little or no importance.

It may be mentioned here that in their comments some teachers indicated their belief that some of the measures which they ranked 3 not only would be of no importance in reducing failures but would actually be detrimental to the educational program if put into effect. Other comments suggested that some items were not feasible, some were already in effect to the maximum degree, and others were more or less irrelevant.

For each school the numerical values assigned to each item on the check list were added, and the entire list of items was ranked

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<sup>2</sup>Director of Research and Special Services, Atlanta public schools.

## The Extracurricular Activities Program at Work Donald W. Dunnan<sup>1</sup>

It is necessary that a school administrator have quite definite ideas concerning the ultimate objectives of the extracurricular activities, if the program is to be a co-ordinated, worth-while function of the school. Ray Lyman Wilbur has well said that "the schools today typify the orderly effort to train and develop youth for the achievement and satisfactions in life; to secure opportunity for each person to go as far as his nature, mental equipment, physical vigor, and disciplined character make possible."<sup>2</sup> Dr. Wilbur's statement is one which might not be wholly acceptable to all who are acquainted with our public schools, but as a broad general objective no one will deny that it has definite merit. That the formal classroom will probably fail to reach all of these desirable ends is unquestionably true. The extracurricular activities program should begin where the formal classroom ends.

O. T. Corson has said, "In a well-taught school, not only do the freedom and joy which are characteristic of the spirit of play dominate the work of the pupils in the preparation and recital of their daily lessons, but there are also manifest the same determined earnestness to excel in the work of the school as is shown in the games of the playground, and the same willingness to win success by putting forth the necessary effort to insure it."

If such a truly ideal situation is to exist, pupils must have the opportunity to experience success in playground and related activities through participation.

Many educators feel that the truly worthwhile activities program is conducted entirely on an intramural basis. Quite lengthy arguments for interscholastic as well as intramural programs might be given. Addison and Steele had Sir Roger De Coverly say in regard to matters controversial, "There is much to be said on both sides." In regard to the activities program one would do well to remember Sir Roger until such a time as the more diversified points of view come closer to agreement. Surely in establishing a program, particularly in regard to the athletic side, an administrator should follow the advice of Rogers and Lawton, who say, "The physical powers of opposing sports teams should be equalized, not merely to develop social habits and attitudes but also to protect the physical and mental health of players."

If a school is so situated that interscholastic competition cannot be conducted on the basis outlined by these authorities, the program in athletics should be conducted on an intramural basis. Probably few schools will find that it is impossible to arrange contests with others where competition may be more or less equalized.

At a faculty meeting a uniform point of view in regard to objectives should be reached. This may require some skillful leadership on the part of the responsible head of the activities program. If such philosophy is not crystallized, undesirable objectives are bound to creep in.

I know of a school where the responsible

head failed to state his objective. The result was most disastrous. The athletic schedule was inflated to the point where trouble was inevitable. Conducted entirely on the basis of winning games and of making money, with impressionable pupils feeling that these were truly goals worth striving for, the result was a top-heavy program that called for developing bigger and better teams with such minor matters as scholastic and chronological eligibility of the athletes competing, completely ignored. Eventually five teachers who might have been wholly successful, had their activities been directed in proper channels, found themselves out of jobs. The morale of the school's pupils and the prestige of its educational work suffered tremendously. It took three years to counteract the effect of a program that had gone wrong.

On what basis should extracurricular activities be organized? First, the program should be arranged so that every pupil in the school has an opportunity to participate in athletic and social enterprises in which he may be successful. Second, emphasis should not be placed on winning to the exclusion of patterns of sportsmanship and conduct that will meet with universal social approval. Third, financial success of the enterprises undertaken should be considered, but not overemphasized. Fourth, the program should be so organized and developed that each pupil grows in those social, mental, and physical attributes that he will face with confidence, but not with conceit, the world that waits for him on leaving school.

To obtain the objectives stated above the teacher in charge of an activity must by the most subtle control see that every pupil is given some responsibility in regard to the activity which she directs. I say "subtle" as it is most essential that pupils feel that the program is one of their responsibility and not the teacher's. Each pupil must be impressed with the necessity of making a worthwhile contribution if the project undertaken is to succeed. The teacher's attitude should be one of cooperative but intangible leadership. The teacher who is properly directing an activity should never hear the words, "Miss So-and-So wants us to do this."

How can such an attitude on the part of the pupils be developed? Largely by suggestion to the members of the group as individuals. A successful coach I know always singled out two or three of the leaders of the group and told them individually, "You know the rest of the fellows look to you to do a bang-up job in this game. You should encourage John and Charlie to work harder, and at the same time set them a good example." Such psychology is just as effective in a dramatic production or in developing a school paper.

D. A. Thom has said of today's progressive high schools: "The more enterprising of these schools bring their students in contact with the best in music and in art; museums of various types are visited and used to supplement their studies in natural history and the sciences. Opportunities are available for bringing the students in contact with important personages of the day through attendance at public lectures, and in a general way

the richness of the adolescent's environment can frequently be maintained or increased by the use of the day school."

Schools are enterprising only when the teachers in the school are enterprising. Teachers are most enterprising when they have enthusiastic, informed administrators encouraging their efforts.

It is very questionable whether pupils should be forced to participate in activities. If the spontaneous enthusiasm for the activity is not present, probably no very worth-while results can be expected.

An assembly program might well be devoted to the outlining of the functions of each activity. If each group that is to be established has an interested faculty sponsor who will tell the pupils what the activities are about, many who are not acquainted with the activities may be motivated to join.

### THE HOT LUNCH PROGRAM AT HILLSDALE, MICHIGAN

Bernard L. Davis<sup>1</sup>

In the public schools of Hillsdale, it is the purpose of the school board to offer an opportunity to each child to enjoy a warm lunch at noon if he so desires. In providing a lunch program, the school board has in mind the development of the whole child. Undernourished children, it is found, often come from homes where there is considerable nervous strain. The school of today is able to provide an environment where the child can enjoy a lunch under natural and orderly conditions, without the usual hurry that exists in most homes at noontime.

In an effort to promote good citizenship, it was decided to adopt a plan through which each pupil who desires may work for his lunch, or earn a credit which may be used in payment for his lunch. The plan also makes it possible for pupils to sell produce which they bring in from the farms, at the regular market price, which is used in payment for lunches. Through this cooperative effort of the group it has been possible to offer at the small price of 10 cents a good meal which any child will be glad to accept. Teachers are given tickets, good for their face value in the lunchroom, and they are responsible for getting these tickets into the hands of needy children. How the ticket was obtained is known only to the pupil and the teacher.

Funds for the lunch program are provided in a number of different ways. Sometimes special donations are received from interested groups and individuals in the community. Again, donations are received from the Kellogg Foundation and the county health department. Special donations from the surplus commodities and other products sent in by interested groups also help in maintaining the program.

The lunchroom workers are also obtained from various sources. The board provides a supervisor for each school building, who works under the direction of the principal and with the assistance of the director of the home-economics department. The WPA provides assistance in each of the elementary schools and the NYA provides further help in the high school. A good deal of student help is used, as well as special assistance rendered by the teachers wherever it is needed.

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<sup>2</sup>Superintendent of Schools, Burlington, Mass.

<sup>3</sup>Child Health Conference, Washington, 1940.

# Economy, True and False, in School Buildings—II

Warren S. Holmes

*Is low cost construction designed to be wrecked and rebuilt by succeeding generations economical?*

The vicissitudes of fortune experienced by two cities of Michigan (designated as City A and City B), in erecting new school buildings, were discussed at length in a previous article. It is interesting to note that while their costs and ideas varied greatly, there was little difference in the type of construction used. Both cities used fire-resistive construction with finish materials inside and outside having permanency and durability to last a century or more. The question naturally arises as to whether or not this was advisable.

Would it not be better economy to construct these buildings so low in cost as to justify wrecking and rebuilding by succeeding generations? This policy is sometimes advanced as a remedy for the terrific depreciation by obsolescence because of unforeseen changes in requirements or from poor planning resulting from poor adaptation.

The answer is positively "No," for the idea boiled down has no practical value. It is just so much wishful thinking for all cold climates and for all locations where ground values dictate building more than one story high.

First of all, the structural parts of these buildings are largely dictated by ordinances and building codes, and where these are not encountered, similar standards have been set up by PWA as a prerequisite to its grants. These govern the thickness of walls, foundations, floor and stair and roof construction, and other strategic structural parts.

Secondly, the rigors of freezing climates control the quality of outside walls, roofs, and heating plants used.

Thirdly, the demands for good maintenance dictate the use of hardwoods for interior trim,

of a good grade of hardware, plumbing fixtures, finish floors, plaster, painting, etc.

## The Big Cost Items

These necessary structural features of school buildings, together with finish materials of the grade required for economical maintenance, comprise 90 to 95 per cent of the total construction costs. The difference in original costs between the least expensive materials that will satisfactorily meet requirements and similar materials that have aesthetic values is an almost negligible percentage of the total costs. It is interesting to calculate this cost for cities where school building costs range from \$8,000 to \$10,000 per classroom. For example:

The average extra cost of:

Pattern over plain linoleum flooring per classroom .....	\$ 35
Four specially designed wall cabinets per classroom .....	150
Hardwood trim over hard pine per classroom .....	35
Attractive color scheme .....	30
Other incidentals .....	250

This total represents roughly  $2\frac{1}{2}$  to 3 per cent of the total cost. To this should probably be added another \$100 as the difference between low priced and best grades of seating, desirable framed pictures, etc., making a total extra cost of 3 to 4 per cent.

If it be argued that such items as acoustical wall and ceiling treatments and sanitary wainscoting be classed in this category, these percentages are somewhat more than doubled at the outset, but reductions in maintenance costs and higher operating efficiencies offset a part or all of such items. *Under no circumstances could the costs in these buildings have been reduced more than 10 per cent by*

*changes and omissions in materials without infraction of building codes designed to eliminate hazards.*

Moreover, we must not lose sight of the fact that City B effected economies in excess of 25 per cent over City A without resorting to any cuts in materials.

To turn back and employ the type of construction prevalent forty years ago where walls were constructed of masonry and floors and partitions of wood joists and wood studs offers no solution; first, because building ordinances no longer permit such construction in many places; and second, because wood has become so expensive that it would not save any substantial amount; third, because public sentiment would not stand for such construction.

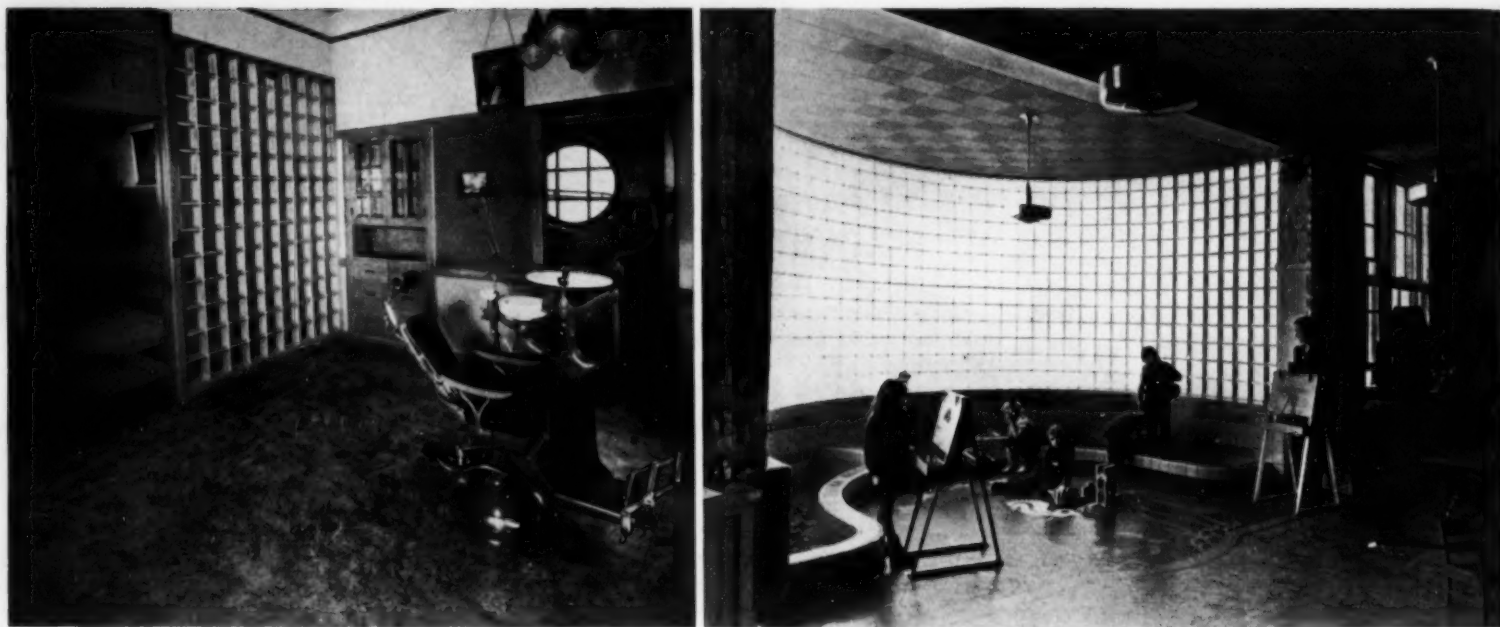
## Can Light Factory Types Be Used?

Sometimes a light factory type of construction is urged as the solution. Not long ago the writer inadvertently got into a real argument with a New England building committee who were thoroughly convinced that an Austin factory addition was the solution to its high school expansion program. One of the committee was then engaged in replacing his old factory building with the new Austin units and the change was so wonderful as to be almost convincing. In fact, these new type buildings were actually converting his factory from operating at a loss to operating at a profit.

The true answer was soon forthcoming in a trial building situation rather than in argumentative statements. Plans were prepared for a new trade school in an adjacent city in the same state. It was assumed at the outset that the factory-type building would be best suited to trade-school activities as, indeed, it proved to be. But there were many "flies in



*The Consolidated School at New Buffalo, Michigan, is a community center for both children and adult population. Design, construction, and equipment have been studied for simplicity, the widest possible utility, and ultimate economy.*



*Even a dental clinic may be made attractive in a well designed school building. Splendid lighting without the distraction of an outdoor view are possible through glass brick.*

this ointment." New England has a long tradition for trade schools and the school officials were set to correct some of the glaring deficiencies in existing buildings. The preliminary plans proposed elimination of corridors above the first floor to save floor space. This is often done in trade schools; pupils circulate through the different departments, such as shops, drafting rooms, etc., for exchange of classes, but this is only practical where the numbers of pupils are small. In this building this idea was ruled out at the beginning as being impractical; moreover, the fire marshal was insisting on more stair exits because some stairs would be locked off at times by this arrangement. The city produced a new ordinance requiring all structural steel to be fireproofed with concrete or masonry because of school occupancy. This had not been required in previous years. The result was the use of reinforced concrete skeleton construction—wonderful construction, to be sure. In fact, it would meet requirements in the fire limits of the city of New York, but it is not exactly cheap; not even as low in cost as the typical wall-bearing school construction.

#### Requirements Had to Be Met

The trade schools of New England are operated by the states which provide the instruction and equipment. The State Trade School authorities insisted that trade-school instruction had been proven to be essentially not different from other school instruction on the high-school level and, therefore, this building should provide like advantages. This was interpreted to mean physical-training facilities, acoustical treatments, mechanical ventilation, temperature control, a locker system, and last, but not least, a reasonable measure of aesthetic values in the building. Justification for this was found in the fact that good design is an important function of all trade work, even machine design, and certainly indispensable in the girl trades, such as foods, clothing, professional assistants, etc. The elimination of the transfer of noises from one

department to another and the absorption of noise in those departments where it interfered with conversation between instructor and student was deemed not only necessary, but money well invested.

One of the fundamental requirements set forth for this building was flexibility, provision for change. The requirements for trade work change from year to year, and especially, the teaching angle. Some new trades were to be taught in this building for the first time and others added later.

This dictated a unit-type building so designed and constructed that the partitions between rooms could be changed at will to accommodate changing demands as between the different trades. The state department insisted that the building be so designed as to permit these changes in room arrangements without unbalancing or disturbing the heating and ventilating or having to move pipes or

conduits. The sum total of these requirements seemed almost unreasonable when plans were being prepared, and added considerably to the cost of the building. As a matter of fact, it brought these costs up even higher than the cost of standard school construction notwithstanding the fact that the number of rooms were reduced in the trade school by reason of the large individual floor areas in most departments. It meant the difference, however, between efficient instruction and inefficient instruction. Experience had proved that neither teacher nor pupil is able to devote his energies to the task at hand when their voices are all but drowned in the din of hammers and machines, or when interfered with by noise in the adjoining rooms.

#### A Concrete Answer

In view of recent economic developments, this building stands today as one of the most



*The entrance and corridor of the Consolidated School at New Buffalo, Michigan, illustrates the possibilities of making this section of a schoolhouse contribute to the educational atmosphere of a building. Harmoniously colored dados and floors and carefully designed lighting fixtures harmonize with the brightly painted walls and ceilings.*

important links in the defense program of the nation. Quietly and without interference within or without it operates day and night to fit young men and young women for the skilled trades necessary to operate the factories of this highly specialized manufacturing section of the United States of America.

This situation has been described in some detail because it represents one of the concrete answers why cheap construction designed to serve comparatively short periods is impractical on the whole for school buildings. The problems met in this trade school are almost identical with those to be met in designing school buildings for primary and secondary education. A modern program for education at any level today encompasses activity, participation in actual situations, freedom from restraint. Discipline is no longer conceived as keeping the pupil quiet and still at a fixed desk, but rather guiding him to tackle, with mind and body, jobs that will develop his skills and provide expression for his real abilities.

Nothing said here is to be construed as arguing that unfinished space is not suitable for certain types of schoolwork. Indeed, one of the crying needs of the schools is for such supplementary space where activities of a constructive nature can be carried on without regard to injury of the building.

The crafts rooms provided by City B in its

elementary schools are certainly not to be classed as fads and frills, but rather as fundamentals.

The shops, music rooms, laboratories, and classrooms for industrial training become the very heart and core of the school system. It is often ideal when separate buildings of the factory type can be provided for some of these activities. This plan not only saves costs, but segregates the noise and attendant confusion from the classrooms.

It should be clear, however, that low-priced classroom construction designed to serve comparatively short periods and to be wrecked to make way for new buildings to serve succeeding generations is neither prudent nor economical.

The solution lies rather in provision for flexibility in planning and construction; provision for changing room layouts and built-in instructional facilities as desired without requiring corresponding changes in the structural and mechanical construction features of the building. This is purely a matter of mechanical ingenuity. It need add nothing to the original construction costs. It doubles and often trebles the useful life of the school building. Its provisions exceed all the other considerations of economy taken together.

It is probably most fair to state that no school building deserves to be classed as truly economical today except if flexibility be provided to a very practical degree.

rectly, of such agencies as the Merchants' Credit Association, the Superior Water, Light and Power Company, local merchants, the transfer companies, the city health department, the public welfare department and interested citizens. Since practically all families use one or more of the three utilities, records of meter installations or changes are very valuable. The Merchants' Credit Association, itself, maintains an elaborate fact-finding organization. Useful information pertaining to the census and collected by the above agencies is furnished to the department of child accounting of the schools in bulletin form, without charge, as a public service.

The city health department sends to the board of education a duplicate of the birth record which is sent to the register of deeds and the Wisconsin State Board of Health. A "census card" record is immediately made out for each child and placed in the files. Thus it is not necessary to rely on the accuracy of the parent reports.

Where the families have changed address, it is necessary only to note that change on the record of each of the children involved. A similar procedure is followed for those leaving the city.

#### Families New to City

In the case of families new to the city, there is additional information which must be obtained. A letter explaining the plan is sent to each newcomer with a word of welcome. A form is included which asks for the name, birth date, place of birth, etc., of each child under twenty years of age. The form also provides for the signature of the parent, a feature which might have significance. A self-addressed envelope is included. A follow-up letter is sent to those families who fail to respond, and seldom is a personal call found necessary.

However, a large part of the needed information is obtained directly through the public and parochial schools, since all transfers from one school to another clear through the central office. The school children themselves as well as the teachers have helped greatly in supplying new information.

To insure maximum accuracy a birth certificate is required of all children new to the city. This, together with the records furnished by the health department, reduces to a minimum inaccuracy in age records. A virtue which could hardly be claimed for the traditional method of census taking.

There is a twofold reason for making a census "entry" at birth rather than at the beginning of school age. The first is in the interest of greater accuracy, the second is for administrative purposes. Population trends can be noted, and preparations can be made before the child actually puts in an appearance at school. A chart showing the number of children living in the city who were born in each of the calendar months since 1920 has proved decidedly helpful.

The continuous census would seem to overcome, partially at least, most of the objections raised against the traditional census, earlier in this article. Nearly four years of experience with it has proved that it not only overcomes many of the disadvantages, but that it also is less expensive than the annual house to house canvass of the traditional type. If we are to guarantee to every boy and girl proper educational opportunity, it is fair to assume that we must have an accurate record of every child. The continuous census would seem to help us meet that requirement.

## Keeping the School Census Up to Date

R. E. Guiles<sup>1</sup>

The school census is probably one of the oldest pupil records now kept by schools. Recent years have witnessed a great increase in the number of school records commonly kept. Records of achievement, intelligence, personality ratings, aptitude, etc., are now taken for granted. Although the number of school records has increased, the school census, as a record, has not declined in importance.

An accurate school census makes it possible to determine whether or not all children of school age are properly in school. Since modern school systems no longer depend upon truant officers to ferret out the wayward, it is necessary that an accurate record of all children in the city be maintained.

The census is important in administrative planning. Accurate census data, on below school age children, permits more intelligent school planning. For example, the number of births in Superior declined steadily until 1935. Beginning with 1936 there has been a fairly rapid and steady increase, and the number of children born in 1939 equaled that of 1926. During this same time there has been no increase in total population. The implications for school planning are apparent.

The traditional census taken once each year would seem to have the following limitations:

1. *It is out of date almost as soon as it is completed.* Every month families enter or leave the city. Others change address. Accurate information is, therefore, lacking on the very families for whom it is needed most.

2. *It is inefficient.* Many families remain

at the same address year after year. Unless there has been a birth in the family, there is no reason for the census taker to make a call. If there has been a birth, this information can be obtained easier from other sources.

3. *It is likely to be inaccurate.* The information is usually given by whoever happens to be at home. The result is frequent inaccuracies in birth dates, birthplaces, etc.

4. *Considering the results, it is expensive.* Too much time is spent on those families for whom no new information needs to be recorded.

#### The Remedy

As a means of overcoming some of these disadvantages, Superior in the spring of 1937 adopted the plan commonly known as the "Continuous Census." Under this plan the census records are continuously revised. New information is recorded whenever existing records become out of date. This plan focuses attention upon the group of families where some change has occurred and for whom new information should be entered in the records.

Among the families for whom new information needs to be obtained, we find three groups: (1) those entering or leaving the city; (2) those changing address within the city; (3) those where births or deaths have occurred.

If the continuous census is to serve its purpose, there must be a systematic plan for obtaining the necessary information. Since the plan was adopted in Superior, the schools have had the cooperation, directly or indi-

<sup>1</sup>Director of Child Accounting and Curriculum, Superior Public Schools, Superior, Wis.

## Accounting for School Property Depreciation W. E. Rosenstengel<sup>1</sup>

Many accountants believe, in principle at least, that the purchase of any fixed assets is in the nature of a deferred charge to expense in the same way that the purchase of insurance might be a deferred charge to expense. Because fixed assets generally provide useful services over a long period of time, it is easy to think of depreciation expense as being in the nature of a noncash item and often is not charged to costs of the school. The English refer to depreciation as "expired outlay," a phrase which emphasizes the fact that fixed assets are really in the nature of deferred charges to be distributed over future accounting periods. It implies that depreciation is not merely a decrease in value but rather a permanent physical exhaustion of property. In accounting for school property depreciation, one should be concerned with spreading the actual cost of an asset over its useful life. This does not imply that the price of replacing that asset is not an important problem, but in most school accounting systems allowance for depreciation is not set up with a view of replacing the permanent asset, but is set up with the view of marking down the cost of the original asset. The amount of depreciation of school assets during a year is as much of a cost to be charged to current expenses as is keeping the school property in running repairs.

### Causes of Depreciation

There are five principal causes of depreciation of school property. These five causes are:

1. Wear and tear due to use
2. Passage of time and exposure to the elements
3. Obsolescence
4. Inadequacy
5. Accident

One could analyze these various causes of depreciation and find that one cause is about as great as another. Certainly all school property, excepting land, is affected by wear and tear due to use. The land owned by school districts seldom ever depreciates in value. It is realized that school buildings are often located in areas of cities where the land has been obtained at a reasonable figure. With a growth of residential sections or business sections in and around school property the land no doubt will appreciate in value. But the increase in value of the school land cannot be considered in accounting—much less school accounting—since no profit is realized unless the property is sold. It is realized, on the other hand, that in cities desirable locations can become undesirable after a number of years. If the land were put on the market to sell, it would not bring as much as the original cost. Although these conditions exist, fluctuation in values of land should not be considered in accounting for school property. The original cost without depreciation is to be considered the assets as to land value. Wear and tear upon all other school property is a factor in depreciation.

Exposure of buildings to the elements is certainly a factor which causes depreciation of school property. No doubt there are many

buildings built with the idea that they would stand for a hundred years. But these buildings become obsolete. We are not in a position to predict what the schools will need in the way of fixed assets one hundred years from today. Many buildings built twenty years ago are obsolete from the point of view of teaching boys and girls. Obsolescence is a factor which causes depreciation, and it is a problem confronting every administrator who plans to erect a school building.

A close corollary to obsolescence is the inadequacy of buildings and equipment. Although a building might not be obsolete, it often becomes inadequate due to the increase in school population. Inadequacy is a factor which causes depreciation. It is not necessary to dwell upon the other factor which figures into depreciation. This factor is a loss of building and equipment due to accidents. The loss of such assets is usually covered with insurance.

These causes of depreciation might be classified into two classes: those which can be foreseen and those which cannot be foreseen. Use, passage of time, and exposure to elements cause depreciation and can be calculated in advance. On the other hand, functional causes such as obsolescence, inadequacy, and accidents cannot be foreseen. Experience shows that buildings and equipment become obsolete and inadequate after a period of years because of the changes in instructional activities. Since there are certain causes of depreciation which can be foreseen, it is essential that depreciation charges be set up and charged against school costs.

### Measurement of Depreciation

Many people would claim that the depreciation rate per year should be so adjusted as to be larger in the earlier years and less in the later years in order to compensate for the increased repair costs. On the other hand, there

is so much estimating and prophesying about life and ultimate values of school property that it is not essential to argue which is the better method of figuring depreciation on school property. At the outset depreciation is a forecast to tell the amount of loss in value each year. There are three essential factors to consider in figuring the amount of depreciation. These factors are:

1. Original cost of the property
2. Probable value at the end of the property's useful life
3. The probable useful life of the property

The first factor is known at the time the property is acquired, but the second and third factors can only be estimated at that time. These two factors will not be definitely known until after the property has been scrapped, sold, or discarded. Experience has taught us that the class of the building which is built and the type of equipment which is purchased will determine to a great extent the life of the property. Experience has also taught us that scrap value of any school property is very nominal.

There are a number of different methods of calculating the actual cost which should be charged each year in figuring depreciation. No doubt the one method which is more acceptable and probably will be about as accurate as any is the straight-line method. This method is more popular than any other. Some of the other schemes which are often considered are the reducing balance, the annuity, and the sinking fund method. Under the straight-line method of figuring depreciation the total cost of the property minus scrap value is spread equally over the years of useful life of the property. There might be some criticism on the straight-line plan because, as the property grows older and the cost of repair is greater, the same charge is made each year for depreciation. But this charge is not of sufficient justification to warrant a more comprehensive and statistical method of figuring depreciation. Depreciation is a legitimate cost to current expenses, and school people should be honest in telling the public what the schools actually cost and should include this as a factor in calculating cost studies.

## The Textbook in School Procedure

T. H. Schutte, Ph.D.<sup>1</sup>

Some educationists and educators would have us believe that the teacher who uses a textbook as a basic text is without doubt an old fogey and an antiquated teacher. Some seem almost to get the jitters at the very suggestion of adopting a basic text for a course in school. It is interesting to listen to such discussions and to read articles dealing with this problem and to become conscious of the ardent condemnation of the use of texts in schools and then find that such writers and speakers recommend a series of books for the various courses. They would not call them textbooks but would call them reference books. Again, it seems that here we have merely an attempt at adopting the name reference books instead of the term textbooks. The writer has been amused when some of our

modern designers of courses of study roundly condemn the use of textbooks and then list a series of books to be used in a given course. It seems that merely placing books upon the library shelf has not changed the matter very much. If a group of books is to be studied, used, and mastered, we might as well call them textbooks as to call them reference books. Many of the suggested books the writer has found to be the same volumes which otherwise go by the name of textbooks.

Often the stormy discussions center around the use of one, a few, or a multiplicity of textbooks. Here our sanity rather than an all-or-none theory should come to our rescue. The writer has had occasion to examine textbooks in a variety of situations where in a particular course in social studies a great number of books were to be used rather than one basic text. But examination failed to reveal in the books any fundamentally new

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<sup>1</sup>Director of Professional Training, New Mexico State Teachers College, Silver City.

facts, challenges, interpretations, or ideas. The mere fact that the various pupils in a class are compelled to read in a variety of books rather than in one will accomplish nothing fundamentally worth while. Indeed there is an opportunity at increasing misunderstanding and creating confusion. Moreover, it is by no means certain that the presentation in the various social-studies courses in the elementary school and in the high school, where a wide variety of interpretations is presented, is a desirable thing from a psychological standpoint. For us to imagine that a pupil in the elementary or the secondary school is capable of marshaling a great multiplicity of facts, and upon these facts is able to build wise and working conclusions as a result of his own interpretation, is to have almost an idiotic faith in humanity. We do not imply here that contrasting views should not be presented, that mooted questions should not be raised, or that the learner should be indoctrinated with a particular idea or brand of ideas. On the other hand, when we reflect on the time and ability of the average high school pupil or the pupil in the elementary school, we are bound to realize that we have no right to expect a tremendous lot of research, organization, or purely individual interpretation. The elementary school and the high school have as one of their outstanding functions to present factual materials to pupils, to challenge their thoughts, and to reveal how conclusions were arrived at. But to expect them to find, organize, and interpret on a high level for themselves is to expect what the vast majority of college and university teachers are not even able to do on a very high level.

#### No Value in Multiplicity

The mere multiplicity of textbooks has no value. If no new or contrasted concepts are introduced, nothing is to be gained. If the contrast and interpretations are too widely divergent and varying, it is probably true that an unwise choice of textbooks has been made.

In the discussion of the use of textbooks the time factor is involved and must not be ignored. The pupil cannot, and does not, have time to piece many items of knowledge together into a working whole. Moreover, American teachers are exceedingly crowded for time and they as well as the pupil have need for a well-organized text as a guide. We believe that we are safe in saying that the majority of American teachers not only in the elementary and secondary school but even in the higher institutions would be rendered incapable of teaching if we should suddenly take the textbook away from them.

As was stated before, the teacher's time is a factor to be considered. If the teacher were compelled for the various subjects and classes he teaches to go into a library and find and organize the material into a working whole and then send the pupil to the library in turn to study adequate material to which no definite references were made, there would be a vast waste of time.

While it is doubtless true that there are poor and mediocre textbooks on the market, it is also true that the majority of textbooks acceptable to the best publishers are well organized and indeed far better organized than the average teacher would be able to organize the subject matter.

It seems that the discussion or problem should not center around whether or not to use a textbook, but rather that it should

center around the wise as contrasted with the unwise use of a textbook. In regard to this problem some teachers seem suddenly to become modern by refusing to follow a textbook chapter by chapter. Instead they will dive in and pick a chapter near the middle of the book, then one near the end of the book, then one near the beginning, etc., and thus feel that they have become thoroughly modern and have not followed the textbook. We shall not object to such a procedure if by so doing the teacher can work out a better outline or procedure to fit the condition than the order of chapters in the textbook makes possible. On the other hand, we emphatically protest against the rearrangement of chapters simply because the teacher feels that in order to be modern he must not follow chapter by chapter the text he is using. It does not seem, in many cases at least, that it is a matter of whether or not the teacher follows the chapters in the order the author presents them in the textbook, but it is rather a matter of how wisely the various chapters are used.

#### Avoid Waste of Time

Again, to take the attitude that the text should not be used as a text but should be used as a reference book and then the pupils be compelled to dive around from one part of the book to another to find various scattered items of information is usually a mere waste of time. We, of course, recognize the importance of training the pupils early to

learn by means of tables of contents, indexes, library cards, and other aids to find knowledge bearing upon a certain topic. But that does not necessarily mean that the child should spend a lot of his time, like a dog hunting a rabbit in the forest, to find his knowledge. Let us remember that mere search for knowledge is more likely to result in a waste of time than in education.

#### The Fundamental Issues

In brief, we shall not object to a teacher using a basic text for a course in school, we shall not object to the teacher following the textbook chapter by chapter, we shall not object to a teacher using the textbook as reference if he guards against unnecessary and undesirable waste of time. To us it seems that the whole problem should be dealt with in terms of wise and unwise use of textbook material. Again we desire to emphasize that enhancement of meaning, making the social order intelligible, and transfer from the school-room to life are fundamental issues at stake.

Most of those who rail against the use of textbooks in the school are yet guilty of using them and of recommending their use. Too often do we find that by the antitextbook discussion teachers are thrown into confusion and made to feel that they are antiquated if they use the text and yet they are not told what to do and perchance have no other material available. *Let us say what we mean and do what we say!*

## Safety Committees Pay Dividends

A. P. Mattier<sup>1</sup>

The Compton Union Secondary School District at Compton, Calif., recently received a check in the amount of \$996.63, which represents 55 per cent of the total annual premium paid by the district for compensation insurance. This refund was made because of the low accident experience of the district during the previous year.

It may be of interest to outline the Compton safety program, which has been lauded many times by the Safety Engineering Department of the State Compensation Insurance Fund, and has resulted in several large refund checks during previous years. The safety program of the district consists of an executive committee composed of the business manager, chairman; the assistant superintendent in charge of junior high schools, secretary; and the principal of each of the five junior high schools. This executive committee meets each month to discuss and study safety problems of the junior high school plants and the junior college. Under this committee are six subcommittees, one in each school. They also meet each month and are composed of department heads. The department heads in turn take back to their respective departments all suggestions and recommendations for the elimination of hazardous conditions, and at the same time, endeavor to create a safety consciousness among the students, faculty, and all other employees.

Minutes of each of these committee meetings are made in triplicate. Two copies, which serve to notify the business manager concerning improvements that ought to be made

or conditions that ought to be investigated, are sent to his office. In turn, one copy of the minutes is mailed each month to the State Compensation Insurance Fund, notifying them what is being done concerning safety in the local district. The Safety Engineering Department has been most helpful and cooperative. They send out posters at regular intervals and are supplying a great deal of the leadership which is available to any school district.

Recommendations for the removal of accident hazards are made on a separate sheet and sent to the business manager following each safety committee meeting. The recommendation is then investigated and in practically every case a job order is written, authorizing the alteration, repair, or whatever is needed to eliminate the hazard. Some school officials may be afraid that a program of this kind would result in increased cost of maintenance of buildings and grounds. The Compton experience does not substantiate any such contention. The recommendations of the safety committee are usually well founded and therefore ought to be favorably considered by the administration.

In addition to the monetary value of a safety program of this kind, a great deal of suffering which would otherwise result from accidents is prevented, and furthermore, it is recognized that a great educational value is derived from a safety study of this kind. These committees have been functioning for many years. The improvements toward the elimination of hazards have been made rather gradual, and therefore the expense is not noticed.

<sup>1</sup>Business Manager, Board of Education, Compton, Calif.

# Defense Activities Make Problem for Battle Creek Schools

Walter L. Browne<sup>1</sup>

The Fifth Division of the United States Army is marching on the public schools of Battle Creek, Mich., in an invasion, which while welcome is quite disconcerting in its blitzkrieg suddenness and intensity.

Children of the commissioned and non-commissioned officers of the army units now concentrating for permanent garrisoning at near-by Fort Custer are pouring into the already overcrowded schools of Battle Creek and its Lakeview, Springfield Place, and Level Park suburbs at such a rate that they are posing three exceedingly acute problems:

1. Immediate provision of school-building facilities to house upwards of 4500 additional children (nearly 50 per cent of the September 1, 1940, membership).

2. The hiring of more teachers in order that classroom loads may not reach an oppressive and impossible figure. (Average class size in Battle Creek for the 1939-40 year, when there was no hint of army children invasion, was 37 pupils.)

3. Additional funds to finance instruction of the extra load. (There is no provision for financing additional pupils other than state aid, which represents but one half of a per capita cost of approximately \$84, and even state aid cannot be tapped for another 12 months.)

There are now 10,000 men at Fort Custer, only winter training center of the army in America, with additions expected at the rate of 2000 a month until a maximum of 20,000 is reached by next summer. As a result, more than 500 children have already entered the six school systems in the immediate Fort Custer area. Of this number a great majority have enrolled in the Battle Creek schools alone. In Lakeview, Springfield Place, and Level Park, which are immediately adjoining township suburbs, and in Augusta and Galesburg, villages adjoining the fort from which large areas were withdrawn from taxation by federal acquisition for post expansion, there have been material increases.

An end-of-the-year survey and estimate has fixed the expectancy of enrollment on a basis of two children for each officer's family. Commissioned officers constitute about 5 per cent of the various units' personnel and non-commissioned officers about 10 per cent. Eighty per cent of the commissioned personnel and 70 per cent of the noncommissioned officers are family men, so that there is expectancy on the basis of these figures of at least 2200 more families, having approximately 4400 children. This takes no count of the 1500 or 2000 civilian families of trades people and the like, who are moving to Battle Creek as a result of garrisoning of the fort on such a large, permanent scale.

Due to the probability of deferred uprooting from stations where units moving to Fort Custer previously have been garrisoned, school authorities believe that the influx of children of commissioned officers will be slower than those of the "noncoms," and that the peak will not be reached until after the close of schools in June. Children of the non-

commissioned officers, it appears from experience thus far, will be coming into the schools almost as soon as the officers themselves arrive.

Two hundred fifty low-cost housing units for families of noncommissioned officers are now under construction on 35 acres of the Battle Creek Sanitarium farm in the heart of Lakeview, less than three miles from Battle Creek's principal downtown intersection. These units will take care of less than a fourth of the married non-commissioned officers of the Fifth Division numbering about 1085 in all. For that reason army men predict the extension of such low-cost housing by the government either on a part of the remaining 100 acres of Sanitarium farm or elsewhere in the Fort Custer area.

Of the 20,000 or more men coming to Fort Custer (government estimates place the number as high as 29,000), but 15,500 constitute the Fifth Division proper. Three thousand more constitute a Chicago Negro National Guard regiment federalized for one year, and about 1500 are members of units required in the so-called "housekeeping" set-up at the fort.

Doubt is expressed, due to brevity of the Negro regiment's probable stay at the fort, that the children of Negro commissioned and noncommissioned officers will present as much of a problem for the schools of the fort area as will those of officers of the Fifth Division, whose stay at the fort will be indefinite, except for an emergency of war itself. (Segregation of white and Negro school children is forbidden by Michigan law.) Many of the officers of the federalized Negro National Guard regiment have permanent homes in Chicago and probably will commute week ends for visits with their families, a distance of approximately 175 miles.

It seems probable, however, that children of commissioned and noncommissioned officers of the other units not directly connected with the Fifth Division, numbering about 330 on the basis of end-of-the-year estimates, will be a part of the same general school problem which the children of the Fifth are posing.

As the picture is presented on the basis of estimates, it appears that substantially more school housing will be an absolute necessity in Battle Creek, Lakeview, Springfield Place, Level Park, Augusta, and Galesburg. In some of these it may take the form of additions to present buildings, but in Battle Creek and Lakeview the absorption of the greater part of a 4400 pupil increase will definitely call for new buildings.

The pupil load, for instance, at Battle Creek's one senior high school, as of September before the effects of the army mobilization were felt, was nearly at the breaking point. The school, built to accommodate a membership of 1000, had an enrollment of more than 2000 at opening of the school year. Experience since the mobilization started and the current trend in the school's enrollment show that the high school will be called upon to take care of a material part of the pupil increase.

Battle Creek's junior high schools, particularly the two in the downtown area, cannot

stand a substantial increase without encountering an acute housing problem, although there is room at the outlying southwestern and southeastern junior highs, for some more pupils.

In Urbandale at the city's western edge, closest area to the fort, the housing situation now is extremely acute. It is necessary to use a portable building and to send some of the children to downtown schools in order to provide an education for the children of residents of that area. The main building is being operated only by virtue of a reprieve granted by the State Fire Marshal of Michigan after certain alterations had been made to insure greater safety. The building, put up by a rural school district in the days before annexation by the city, is antiquated and on the whole unsuitable to modern needs and greatly expanded membership.

Funds in the amount of \$85,000, voted at a special election with expectancy of PWA matching which failed to materialize, are available for a building in Urbandale, but this amount is sufficient only for an addition to the old building that will permit removal of the heating plant, one of the sources of criticism of the fire marshal. Twice as much is needed to take care of Urbandale's school housing needs without contemplation of the army children increase that is certain.

Lakeview's housing problem is almost as acute and is of long standing.

Any new building in either Battle Creek or Lakeview involves first of all approval by the voters and then payment from receipts of local taxation within five years. Both districts operate under a constitutional local tax limitation of 15 mills for all city, school, and county purposes, of which the schools receive little more than a third. The same situation exists in Springfield Place and Level Park.

The problem of larger instructional and maintenance staffs arising from the influx of army children is equally as difficult, since it involves increased expenditures of which state aid will take care of little more than one half a year hence. The remainder in the ordinary course of events would have to be made up from local taxation, which is now insufficient under the 15-mill, all-purpose limitation to pay operating costs. As a result of this limitation in the face of a substantial drop in expected state aid there is a hangover deficit from last year, and a deficit of greater proportions for the current year is inescapable.

The schools in the Fort Custer area for the most part are alarmingly short of current funds with which to operate on the basis of normal, civilian membership. They are on a hand-to-mouth basis in so far as ready cash is concerned, and a threat of curtailment is constant.

But into his gloomy picture of school finance the Federal Government has injected hope with its recent survey to determine housing and financial needs of the schools which are receiving army children. This survey conformed to provisions of a Senate Resolution adopted last October which called

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<sup>1</sup>Business Department, Public Schools, Battle Creek, Mich.

# CHILD MIGRATION IN A CITY

N. L. Engelhardt, Jr.<sup>1</sup>

One of the most difficult problems which school administrators are called upon to solve is that of forecasting population change. It has been considered an important problem for many years, especially in connection with planning school-building programs, purchasing sites, and erecting permanent structures. In more recent years, however, the problem has presented a much broader issue, namely, the implications for education to be found in the motivation of population change. Why does birth rate decrease in one area and increase in another? Why do people migrate from one city to another? What are the factors of living which are related to shifts within cities and rural areas? What types of people migrate? Do these migrations improve living conditions? Should the schools encourage or discourage migration and, if so, in what areas?

The answers to these questions cannot be arrived at by discussion; nor can they be determined by the experiences of one or two economic groups. The right answers, the ones on which teaching in the schools should be based, will come from scientific research.

As a by-product of the recent survey of the public schools of Pittsburgh, Pa.,<sup>2</sup> an attempt was made to make an initial start in such a study. The research was confined to answering the question: What principal factors of home environment contribute most to the migration of school children in the city of Pittsburgh?

## Definition of Migration

Migration means, of course, any change in population exclusive of births and deaths. Migration must, therefore, be measured between census periods. In this study the United States Census of 1930 and the Pittsburgh School Census of 1939 were used. Thus, the period of migration extended over nine years of economic upheaval. It is clear that the results might have been different, if the period was between 1920 and 1929.

The United States census data were available for 188 United States census tracts within the city limits. The study of migration was limited to changes occurring within each of these 188 areas. These tracts are small and relatively homogeneous neighborhood districts so that they served well for the purpose of this study.

Since any measurement of migration must eliminate the influence of births and deaths, it is not possible to compare children of school age in 1930 with those in 1939. The birth rate would have changed during the interim. It is necessary to trace the groups of children already born in 1930 and find out where they were in 1939. This task was simplified by comparing the number of children one to nine years of age in 1930 with the number of children 10 to 18 years of age in 1939 in each tract. To increase the accuracy, Pittsburgh survivorship rates were applied to each age group for the period, and corrections for deaths were made accordingly. Thus, if in a given tract none of the children one to nine years of age in 1930 moved out and no child of the birth years of this group

moved in up to 1939, then the 1939 census would show the same number as 1930 less deaths in the group. An increase in number would indicate immigration; a decrease would indicate emigration.

The value of child migration used in this study is the ratio of 1939 to 1930 measures. This ratio varies from approximately 0 to 200, the 0 representing almost complete depopulation for a housing project, 100 representing no change, and 200 indicating 100 per cent increase.

## Factors of Home Environment

Eight factors which appeared to measure outstanding characteristics of home environment were chosen. These included the following:

- a) Median monthly rent of homes in tract or equivalent if homes were owned from 1934 Real Property Inventory.
- b) Density of population in persons per acre from 1930 census.
- c) Per cent of families reporting radios from 1930 census.
- d) Per cent of homes owned by occupants from 1934 Real Property Inventory.
- e) Per cent of homes in bad order from 1934 Real Property Inventory.
- f) Per cent of homes overcrowded (more than one person per room) from 1934 Real Property.
- g) Infant Mortality Rate for 1930 to 1939 inclusive from City Health Department records.
- h) Per cent of workers from unemployed Unemployment Census 1931.

The first step in the solution of the problem was the calculation of coefficients of correlations for each pair of factors. These correlations are presented in Table 1.

The coefficient of multiple correlation for all eight factors with the criterion is .55 with a standard error of .05.

TABLE I. Coefficients of Correlation Between Child Immigration and Certain Environmental Factors Among 188 United States Census Tracts Pittsburgh, Pa., 1930-1939

	A	B	C	D	E	F	G	H
X	.37	.02	.38	.05	-.38	-.44	-.20	-.50
A		-.30	.67	.39	-.51	-.76	-.45	-.69
B			-.41	-.49	.25	.28	.27	.26
C				.67	-.75	-.78	-.54	-.73
D					-.56	-.36	-.37	-.29
E						.60	.45	.62
F							.51	.74
G								.47

### Key

- X = Child immigration between 1930 and 1939.  
 A = Median equivalent monthly home rentals — 1934.  
 B = Density of population per acre — 1930.  
 C = Per cent of families with radios — 1930.  
 D = Per cent of homes owned by occupants — 1934.  
 E = Per cent of homes in bad order — 1934.  
 F = Per cent of homes overcrowded — 1934.  
 G = Infant mortality rate — 1930-1939.  
 H = Per cent of workers unemployed — 1931.

The relative contribution made by each factor to the measure of child migration was determined from the correlations by means of multiple regression beta coefficients. The coefficients are as follows, listed in numerical order:

Letter	Item	Beta Coefficient
H	Per cent unemployed	-.26
D	Per cent of homes owned	-.19
E	Per cent of homes in bad order	-.18
F	Per cent of homes overcrowded	-.16
B	Density of population	+.13
C	Per cent of radios	+.11
G	Infant mortality	+.06
A	Median monthly rental	+.04

## Conclusions

A multiple correlation of .55 is not high. Its value indicates that the factors which have been considered in this study account for approximately only one fifth of the child migration. That is, there are elements which may be more important individually and which when combined are certain to be more important than those discussed herewith. On the other hand, the correlation attaches much significance to home environment as a relative migration.

The relative contribution which each factor made to the measure of child migration is indicated by the numerical values of the beta coefficients. Thus, employment, or lack of it, was more than six times as important as rent, twice as important as density of population, and 1.4 times as important as either ownership of homes or homes in bad order.

The most important of the eight factors studied were employment, ownership of homes, condition of home repair or homes in bad order, and overcrowding in homes. The remaining four factors apparently have little influence on migration.

Immigration of children in the age group studied between 1930 and 1939 occurred primarily in areas of the city where the per cent of workers unemployed in 1931 was low. Emigration occurred in tracts where this per cent was high. Obviously, in analyzing this situation it is necessary to think in terms of families with children of school age and not the children themselves, since employment is related to children only through the working members of the family group.

Different areas probably attract families of different sizes, so that child migration is not an exact measure of migration of families with children. However, it would be expected that a measure of family migration would correlate higher than child migration with employment conditions. The result merely would be to strengthen the significance of the employment factor.

Families may have migrated from one area in the city to another. They may have moved out of the city or into the city. The intracity migration could not bear a very large part of the total migration simply because employment opportunities do not vary widely among residential areas in the same city. If intracity migration were high, one would expect the factor of rent to play a significant role especially during an economic depression period. Therefore, it seems reasonable to assume that the migration which was measured was primarily a movement between the city and points outside the city.

The negative beta coefficients indicate that emigration occurred in areas where percentages of unemployment, homes owned, homes in bad order, and overcrowding were high. Immigration developed under opposite conditions. In other words, families with children which migrated to the city between 1930 and 1939 moved into areas of the city which offered desirable home environments. These areas were marked by the fact that at the beginning of the migration period they had low percentages of unemployment. They were also areas in which homes were rented rather than owned by the occupants. The areas were somewhat more densely populated than those in which emigration took place. This latter factor must be considered in relation to the unusual topographic conditions existing in Pittsburgh, which tend to reduce the density of popula-

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<sup>1</sup>University of Florida, Gainesville, Fla.

<sup>2</sup>Strayer, George D., Director. A Report of the Survey of the Public Schools of Pittsburgh, Pa. 1940 in press.

# School-Board Members

## Who are Making Educational History in American Cities

### **ELIZABETH BENNETT LOWTHER** Chairman, School Board, Burlington, Massachusetts

Elizabeth Lowther has served for eight years as a member of the Burlington school board. During the last six years of this period, she has been chairman.

Mrs. Lowther has been an important factor in the community's recent building program, and a great deal of credit for the splendid secondary school which the town boasts belongs to her.



*Mrs. Elizabeth Bennett Lowther*  
Chairman, Board of Education,  
Burlington, Massachusetts.

Mrs. Lowther is employed by the Commonwealth of Massachusetts in the Department of Corporations and Taxation, where she holds the position of senior assessor.

She is a member of one of the oldest New England families, and is a direct descendant of Judge Samuel Sewall.

### **MRS. TRUE DAVIS** President, Board of Education, St. Joseph, Missouri

Mrs. True Davis was elected president of the St. Joseph board of education in April, 1940. She became a member of the board in 1934. Her devotion to her family and their welfare provides an excellent background for leadership in the St. Joseph school system. Her children, one in the elementary school, one in the high school, one in college, and the other in business, keep her aware of the educational needs of the present day.

Her long experience in parent-teacher association work first as president of the Washington Pre-School Association of St. Joseph, later as president of the Washington Elementary Association, state chairman, district president, corresponding secretary, third vice-president, treasurer, first vice-president, and now as president of the Missouri Congress of

Parents and Teachers, has given her a keen insight into the parent-teacher relationship in the process of educating the child.

Mrs. Davis has always been active in the civic, social, and club life of St. Joseph. Her chief recreation is golf, having qualified several times for the Trans-Mississippi Tournament. Under her leadership as presi-



*Mrs. True Davis*  
President, Board of Education,  
St. Joseph, Missouri.

dent of the board, special attention is being given to the guidance program, particularly as it pertains to all students. She has displayed a keen interest not only in the boys and girls of the community, but in the teachers as well. In an effort to provide better teaching the board of education has employed the services of an actuary to make a study of a retirement plan for the school system.

### **W. L. ROBERTSON** President, Board of Education, Wichita Falls, Texas

Mr. W. L. Robertson, who was elected to the Wichita Falls board of education in 1903, served as secretary until 1907, when he resigned. In April, 1926, he was again elected as a member of the board, and has served continuously since that time. He was vice-president of the board from 1929 until his election as president in 1940. His present term of office expires in April, 1941, at which time he will have rounded out twenty years of service to the boys and girls of Wichita Falls.

During this long period, Mr. Robertson has been a member of important committees of the board. He has acted as chairman of the committee on teachers, and also as chairman of the cafeteria and finance committees.

Besides serving as president of the board of the Wichita Falls Independent School District, an organization which employs a personnel of more than 380 teachers and non-teachers, he is also chairman of the board of the Wichita Falls Junior College District.

An active businessman, Mr. Robertson has been vice-president of the City National Bank for many years. Interested not only in the banks and schools, he engages in many community activities, including church work, and the Rotary Club.

In February, 1940, the Salvation Army bestowed upon him the highest honor that may come to a nonmember, that of "The Order of Others," in appreciation of his 49 years of service as treasurer of that organization.

Mr. Robertson is deeply interested in the



*Mr. W. L. Robertson*  
President, Board of Education,  
Wichita Falls, Texas.

subject of equal educational opportunities for all boys and girls and gives generously of his time and thought to the educational progress of Wichita Falls.

### **DR. H. B. EYMAN,** President, Board of Education, Lancaster, Ohio

Dr. H. B. Eyman was elected to the Lancaster, Ohio, Board of Education in 1931 and is now serving his third successive term. He is serving his third year as president of the board. He has taken an unusual interest in the development of a broad educational program. Among the accomplishments during his term of service are the erection of an industrial-arts addition to the high school, the establishment of the position of primary supervisor, the erection of two elementary schools, the establishment of a good salary schedule, and the inclusion of 50 square miles of rural school territory and 600 pupils. Dr. Eyman has always stood for good salaries for teachers; Lancaster has never passed a pay roll.

Dr. Eyman has acted as chairman of the athletic committee since he became a member of the board. In 1932 there was a debt of



**Dr. H. B. Eyman**  
President, Board of Education,  
Lancaster, Ohio.

\$6,500 in the athletic fund; at present there is a balance of \$2,500. This improved situation is due chiefly to better relations between the school and the public, and better purchasing practices.

Dr. Eyman was born in Lancaster April 12, 1896, has been a lifelong resident of Lancaster, was educated in the Lancaster public schools and Ohio State University, and now enjoys a successful dental practice.

**W. B. RAY**  
President, Board of Education,  
Corpus Christi, Texas

Mr. W. B. Ray, 74-year-old president of the Corpus Christi, Tex., board of education, was born, a year after the close of the Civil War, in a Mississippi town named "General Beauregard." Mr. Ray has been in the cotton business for 40 years; he claims that he came by his calling honestly, as both his grandparents were owners of cotton plantations before the Civil War. Coming to Texas in 1876, Mr. Ray has watched the state grow



**Mr. W. B. Ray**  
President, Board of Education,  
Corpus Christi, Texas.

from a vast wild country into one of the most progressive states in the Union.

Mr. Ray's first adventure in politics was his election to serve on the city council of Groesbeck, Tex. Later he was mayor of Thornton, Tex., and served on the board of education for the Ballinger Independent School District, Ballinger, Tex. He came to Corpus Christi in 1919, just in time to go through the devastating flood of that year. He was elected to the Corpus Christi board of education in 1938 and began his service as president on April 2, of that year.

Thrifty and efficient, Mr. Ray has been a wise leader for a town that has grown from 40,000 (estimate) in 1938 to 67,300 (census)

in 1940. He has led in plans for financing 14 different building projects, totaling around \$900,000. Most imposing of these is the new stadium, seating 1200, now being built with WPA assistance.

Typical of a man who likes to give his time in public service, Mr. Ray considers his past three years with the schools the best in his life, thinks of all improvements as being made for the future as well as the present, and says that "the only money that I know I have saved during my long life is what I have put in churches, schools, and children, which will go on doing good long after I have been forgotten."

## Picking an Elementary Principal

Mr. George Learn  
Superintendent of Public Schools  
Unknowntown

Dear George,

Thought I would let you know that I have received the elementary principalship at Zombrailie, about which I talked with you last month. Yes, I went down to interview the superintendent there this past week. Told my wife I would be gone about four hours but it turned out to be nearer fifteen.

The reason it took so long is because the democratic process takes longer to function than some other methods we know. When I arrived at Zombrailie, I found that my train had arrived about a half-hour before the time of my appointment, so I looked up the school custodian who showed me the school plant. After my tour I discovered that there were four other candidates for the position who had arrived as I was being shown around the building. At the appointed hour the superintendent came out of his office and, after greeting us cordially, invited us into his conference room. There we were introduced to two of his elementary school principals, three supervisors of his elementary schools, and the school-board clerk. I thought this somewhat unusual but soon learned that in Zombrailie the superintendent and his staff of workers had worked out a philosophy of education and wished to select a new elementary school principal with a similar philosophy. By this means it was also easier to present all candidates with a more detailed picture of the Zombrailie school system and its general program.

For an hour and a half the superintendent, his principals, the supervisors, and the clerk gave us a description of their educational system. At times we interposed questions which were answered frankly with explanations and interpretations. Some examples of children's work were displayed, after which the group of candidates was shown the physical plant of the elementary school by a clerk and the custodian of the building. Meanwhile the administrative staff reviewed applications and credentials of the applicants in order to differentiate and identify the various candidates.

On the completion of our tour we were escorted to one of the local hotels where we were treated to a steak luncheon. The excellent meal broke down whatever reserve the candidates arrived with, and personal reminiscences and repartee followed in the spirit of good fellowship created by the good food and surroundings. The meal did much to develop mutual understanding between the ap-

plicants and the administrative staff of Zombrailie's schools. It did not strain the school budget too greatly, either, for we had paid our own transportation expenses and some of us had come a distance of over two hundred miles to seek the position.

After returning to the superintendent's office each of us was given a personal interview with the administrative staff which lasted from an hour to an hour and a half. During this interview we were asked to state our academic and experiential backgrounds and to ramify certain aspects of our fields of experience. At the conclusion of the conferences the administrative staff met for an additional hour and made its selection.

In some respects, George, I believe this method of selecting a principal is better than the one under which your new principals are selected solely by yourself. By sharing the responsibility the superintendent of Zombrailie does not shoulder all of the trouble, should the selection prove to be an unfortunate one. The odds are in favor of a good selection when several experienced administrators, rather than one executive do the job. Furthermore, it gives the administrative group a more intimate picture of a new principal who in turn obtains a better start in his new work. The plan is likewise better than your proposed plan of placing the responsibility for new principals on yourself and three board members because at times your board members are new and do not thoroughly comprehend the objectives you have in mind. And it is not an unknown fact that sometimes candidates bring pressure to bear on board members! However, your plan does have merit insofar as it helps you to interpret educational objectives to members of your board of education who in turn inform members of your community.

Have you ever considered using a committee composed of yourself, administrators, and a member or two of your board of education? And why not place a teacher on this committee? It seems to me that such a procedure would be truly democratic, for each member certainly plays a role in the democratic process. It is very important that we do everything within our power to make the democratic process effective and combat authoritarianism and dictatorship in these times of stress and strain on democracy. Should you put into effect such a committee, George, I should be greatly interested in learning how it operates and what you think of it. I remain, your friend, cordially,

Carleton M. Saunders.

# THE AMERICAN School Board Journal

Edited by Wm. Geo. Bruce and Wm. C. Bruce

## School-Board Problems in 1941

**T**WO major types of problems confront school boards as the school year 1940-41 goes into its second semester. International events are bearing down upon schools and school systems in a manner that is breath taking and are compelling school authorities in the smallest to the largest communities to stop, re-evaluate their teaching and administrative programs, and to redirect them in harmony with the new needs and new problems. Immediately, the preparation of boys and girls for the defense activities, and perhaps for war, will compel the introduction of vocational courses and the re-adjustment of the physical education work. While the federal "refresher" courses have done wonders in the industrial centers since the early summer months of 1940, the entire secondary and vocational school program requires prompt adjustment, particularly in the early adjustment of existing courses to the new objectives and the prompt introduction of locally useful vocational courses. Both school boards and schoolmen should drop the attitude so noticeable during recent months when the expressions of numerous officials were predicated on the inquiry, "What additional funds can we get from the Federal Government?" The new point of view must seek to serve the national needs and to make up so far as possible for the costly mistakes of the depression years when much trade and mechanical training was discontinued because jobs were not immediately available. Defense training cannot become effective until it is part of the local program in every community.

A second set of major problems is discussed on another page in the paper of Mr. Essig, on the problems confronting school boards in Colorado. In somewhat changed form, most of the difficulties with which the school authorities in the Centennial State are struggling, are to be found in a majority of the states of the Union. Mr. Essig calls attention particularly, to the ever recurring problem of finding a broader and fairer tax base for the support of education, the need of larger and more adequately efficient school attendance and administrative districts, and of a program of state aid for equalizing the instructional, building construction, and supplementary services of the local school systems. There is before the school boards in most states a series of important secondary difficulties, most of which could be solved with considerable readiness if the three problems of first magnitude could be overcome. There is no doubt but that teachers' salaries and tenure, the development of health and vocational courses, the improvement of small high schools, insurance, budgeting, uniform accounting, the adjustment of building programs, all could be handled if the school taxation and financial programs of the state were properly balanced.

School boards as such have only one interest in education — the interest of the children and thereby of the community and of the nation. Their influence with local and state authorities is not entirely shared by the superintendents and teachers and their professional organizations. The school boards are listened

to by local taxing authorities and by legislatures when all other groups are disregarded. In a situation like the present the school boards should not hesitate to ask for the laws and the funds which the schools need to carry on their new defense education activities. Through the state associations of school boards, they should determine upon a stand concerning those widely repeated problems of taxation and school finance, equalization of educational opportunities, enlargement of school districts, education for defense, etc., and present their case to the legislatures.

## New Boom Towns

**S**EVERAL dozen small cities are finding themselves in the whirl of a vast in-rush of population due to the establishment of defense enterprises of the Federal Government. The situation is reminiscent of the oil and mining booms of earlier decades when towns sprang up over night and the local authorities found themselves unable to keep order to say nothing of keeping up with the social and educational services upon which a democratic community depends for its very existence.

The present-day boom towns face the same problems, not in such raw or aggravated forms, but they do have the distressing insufficiencies in housing and in such essential matters as hospitalization and schoolhousing. The Federal Government is considering the need of supplementing "community facilities," aid for which was provided in such pitifully inadequate a way in the Lanham-Connolly law for defense housing.

There is need for the new Congress to give heed to the pleas of the educators for federal aid to the communities where the large, permanent military and naval enterprises are being established. By no twist of political prejudice can it be implied that the aid requested is a selfish purpose — the local school districts where children are pouring in by hundreds and thousands need federal aid for erecting new school buildings and for carrying on the daily operation of the schools. The educational leaders deserve a fair hearing from the federal lawmakers. It would not be amiss for the Federal Government to take over the entire costs for two to five years — at least until the local school taxation problem is well in hand and until the new housing and the new recipients of incomes have begun to fully bear their tax burden for the local educational system.

## The Meddler in School Affairs

**T**HERE is scarcely a community that does not have its quota of meddlers in school affairs, citizens who are well meaning but who insist upon going farther than their constitutional rights warrant in the solution of school problems. While the school official may now and then receive a valuable suggestion, the average meddler who insists upon his ideas as the only course of action, is a hindrance to the orderly administration of a school system.

It develops occasionally that the meddlesome person is not an outsider. Within the ranks of the administrative group may be found the overzealous board member who goes beyond the province of his office and upsets the orderly procedure of the school system. If there is any difference, the inside meddler is a worse offender than his fellow troublemaker, the private citizen.

Sometimes the meddler is the spokesman for a local group

and seeks to subserve a special interest; frequently he is a politician who is constantly scheming and talking for his own advancement and for his friends and constituents; rarely he or she is a former teacher or principal who just can't "keep hands off." Invariably, the meddler is a troublemaker who fails entirely to respect the authority of the school executives or to recognize his own limitations of legal powers and personal privileges.

The school law makes clear distinctions between the individual and collective powers and responsibilities of the board members and of the school board. While the member has the privilege, as a citizen and as an official, to seek any proper end, and to assist in correcting any evil in the schools, he cannot go beyond rather well-defined limits in expressing himself and in taking personal action. When he gives assurances of appointments or promotions to school employees, or gives promises of purchases and contracts to those dealing commercially with the schools, he certainly is overstepping his official power. When he proposes personally to correct grievances of parents and teachers, or tries to give direct orders to janitors or teachers, or to the superintendent of schools, he is clearly outside his proper function. There even are numerous situations when he is not free to express himself publicly, and there are numerous matters, especially those of a strictly professional kind, that do not at all come within his official concern.

The great majority of official activities of the board member must be carried on in and through the meetings of the board as a whole. Legally that is compulsory, and humanly that is advisable because the collective thought and study of an entire board is better than the reputed wisdom of any one of its members. In most instances, the meddler needs to learn the first principles of democracy—group action and compromise of personal opinion for the welfare of the group.

### Cooperation of Functioning Factors of a School System

THE need of cooperation between all factors in a school system is made clear in a recent statement of Supt. C. Clyde Woodhull of Princeton, N. J. Addressing himself to his teachers, Mr. Woodhull writes:

A school system should have coherence and unity. Without these elements there is confusion, disintegration, and dissatisfaction. With them there will be harmony of effort and efficiency in results. There are reasons to believe that Princeton education has been fortunate in possessing these elements over a long period of time. In fact it might be said that the schools of Princeton are what they are today because of these particular elements.

The implication of the above certainly is that there are several factors involved in producing a good school system. In other words a good school does not depend entirely on any one factor, however important it may sometimes be held to be. Not alone is the board of education, or the superintendent of schools, or the teachers themselves, or the parents, organized or unorganized, working alone or independently of each other, able to produce a good school system. It is only when these four factors, and perhaps others of similar importance, cooperate and work together harmoniously that there can be the necessary unity and coherence. In other words, all factors are simply but means toward the end of providing proper and sufficient training and guidance of children. Schools with all of their machinery, with all their factors, with all their governmental setups, can be justified in this America only upon the basis of child development, child welfare, and child adjustment to a changing civilization. Perhaps in the future schools may be assigned other functions, such as producing a very definite and limited kind of democracy or they may be charged to produce some other very definite way of life. Such would

demand indoctrination, such as this country has not yet had, and in the minds of many people should never have.

When the schools are not functioning, when there is confusion and disintegration instead, the fault can usually be traced to a lack of understanding among the factors responsible for schools. When such instances exist, and incoherence and nonunity are evident, it is likely that one of the several factors above mentioned has had an over exalted notion of its importance. In some instances the board of education might think that it can employ and dismiss teachers, operate and regulate all of the activities of the school without the assistance of a superintendent, refusing to realize his place and importance in such matters. Then, too, the superintendent may exercise an autocratic, dictatorial procedure in the management of schools, oftentimes with only the tacit consent or approval of the board of education. This procedure is as detrimental and is as great a hindrance to good schools as anything could possibly be.

It is often said that good schools depend upon good teachers. While this, in a pedagogical sense, is true yet from the supervisory and administrative aspects it is not that important, because teachers neither individually nor collectively can alone operate and administer a school system successfully, and when they try to do this there follow confusion and disintegration. While teachers like other factors have a very special function to perform, they may, however, be very useful in the field of management and supervision provided an opportunity was thus afforded. This would necessitate the establishment of some new administrative techniques.

The same is true with parents. They too are vital elements in a good school system but they may be detrimental and unsuccessful in trying alone to produce good schools. There are a few cases on record where parents, sometimes individually and sometimes through such organizations as the parent-teacher associations have set out determingly to "run the schools." In the long run they fail because schools cannot be run for selfish purposes only. Nevertheless parents should and do have an important part in administering schools through proper representation. Perhaps the function of parents in this respect should be broadened.

In evaluating a school system it is safe to say that the school or systems of schools is best wherein the factors mentioned realize their respective functions and limitations, where they work harmoniously together, where coherence and unity prevail among them, where there is little confusion and no serious disintegration, and finally where learning results are in keeping with the needs and abilities of children.

### School Staff Vacations

THE arrangement of vacations for the administrative and teaching staffs and for the nonteaching employees of school systems has not been given the intelligent attention which this simple problem deserves. In numerous school districts the janitorial, maintenance, and clerical forces are resentful because the professional people are dealt with on a preferential, or at least far more generous, basis than those who hold more modest places in the scheme of things.

The entire policy of boards of education concerning vacations deserves study in the light of principles which are becoming more widely accepted in business and industry and which underlie all recent social thinking and legislation. Legally and democratically all school employees deserve equal consideration. The man, or woman, whose work is principally physical rather than mental needs a vacation of less length, but he needs and deserves one of sufficient time to have a change of scene and occupation and to regain energy and strength for his job.

Quite important in planning vacations of school personnel is the elimination of difficulties and embarrassments that occur because personnel which should be on duty at a given time is on vacation. It is not at all essential that all vacations be concentrated during the summer pupil-vacation period. In fact, it may be highly desirable that certain members of the superintendent's and business manager's staffs and of the maintenance crews be required to take their vacations in the dead of winter when they can be best spared.

# School-Building Fire Insurance

V. Z. Rogers<sup>1</sup>

The subject of school-building fire insurance in Texas is discussed briefly in this paper under four subtopics: (1) the amounts paid for fire insurance by school districts; (2) the loss ratios or comparisons of premiums paid to losses incurred; (3) the reductions in fire-insurance rates during the preceding eight-year period; and (4) some observations on what district authorities may do, cooperatively, to bring about still further reductions in the cost of fire insurance for school properties.

The amount expended for school fire insurance is shown in the following table from underwriting experience as published by the State Insurance Department of Texas for the year 1939.

TABLE I. 1939 Experience in School Building Insurance\*

Kind of Risk	Amount Premiums (Net)	Losses Paid	Loss Ratio
Brick Protected	\$258,713	\$ 12,868	5%
Frame Protected	44,134	32,427	73%
Brick Unprotected	255,110	176,381	69%
Frame Unprotected	186,910	100,753	54%
<b>Totals (1939)</b>	<b>\$744,867</b>	<b>\$322,429</b>	<b>43%</b>

\*Statement of Annual Underwriting Experience for Year Beginning January 1, 1939, to December 31, 1939. Fire Insurance Division; Austin, Tex.

It will be noticed that \$744,867 was expended for insurance on school properties in the year 1939 to the reporting companies. To this amount should be added the amount paid by districts for fire insurance on fireproof, semireproof, and buildings equipped with sprinklered systems since such amounts are included in classifications under these particular headings and are not included in Classification No. 62 along with school properties reported above.

Schools rank fifth in premium payments in the fire-insurance business of the state of Texas and are exceeded only by (1) dwellings in towns, (2) mercantile stocks, (3) mercantile buildings, and (4) farm dwellings.

Comparison of the premiums listed, \$744,867, with the total premiums of \$21,892,710 paid for fire insurance to reporting companies in the state indicates a ratio of 3.2 per cent of the total paid for fire insurance is for protection on school properties. It is noticed also that the amount paid in losses for school properties was \$322,429 in the year 1939 for a loss ratio of 43 per cent and is also 3.2 per cent of the total losses paid.

The insurance for school properties costs, on the average, approximately 50 cents per pupil on the scholastic roll, while the amount received by school districts for losses is approximately 30 cents per scholastic.

It will be noticed in Table I that for brick protected school properties, \$258,713 was paid for premiums. There were losses amounting to \$12,868 for a loss ratio of 5 per cent. On frame structures in protected areas the loss ratio was 35 per cent. The loss ratio was 73 per cent for brick structures in unprotected areas. It is shown that the brick protected

properties which, as a rule, are located in cities or towns with adequate water systems, enjoy a very favorable loss ratio; in fact, it is decidedly the best in the state for anything like a comparable amount of premiums paid.

Of the 67 property classifications listed in the state insurance commission's report, some 16 have lower loss ratios than that shown by brick school buildings in protected areas, but they involve small sums, such as asylums which pay \$832 in premiums and receive losses of \$24 for a loss ratio of 3 per cent.

Table II shows the five-year underwriting experience as listed in Item 62 for school properties.

The loss ratio is the significant item in this table because of its effect upon rates. Notice that it is 47 per cent for the total group, 22 per cent in the brick protected group and this is the best of the four groups, 41 per cent in the frame protected, 66 per cent in brick unprotected, and 56 per cent in the frame unprotected areas. The ratio of premiums paid for properties in the brick protected class is about one third of the total for schools or \$1,255,797, against a total of \$3,606,909. Losses paid by companies to districts in the brick protected areas total \$277,781 against a total paid to school districts in the state over a five-year period of \$1,681,115, for a ratio slightly less than one to five.

The favorable five-year "experience" of school properties in the brick protected class has been taken into consideration by the State Fire Insurance Commission in establishing the rates on school properties. In March of 1929, the commission established the practice of granting what is known as "experience credits" or making "experience charges" based upon favorable or unfavorable underwriting experience. As a result of that practice, schools in the brick protected class enjoy a 30 per cent credit, school buildings of the frame class in protected areas enjoy a 15 per cent credit, properties in unprotected classes have no credit but neither is there a charge. There would likely be a charge on the brick unprotected class if it were not for the fact that the experience in a protected class is favorable and influences the average loss ratio for the entire classification.

To indicate that experience charges are made, attention is called to Flour and Cereal Mills, Item No. 31, of frame construction in both protected and unprotected classes which have the instruction to local agents on Page IA of "General Basis" under effective date of September 1, 1939—"add 50 per cent." Reference to this Item No. 31 reveals loss

ratios of 70 per cent in unprotected areas on this classification. This ratio is 4 per cent above that for schools of the brick unprotected class for the five-year period.

In addition to application of the "experience credit," other rate changes within recent years are as follows: The basis rate for schools of ordinary construction has been lowered from 65 cents to 50 cents. The basis rate for fireproof and semireproof construction has been lowered from 65 cents to 35 cents. The "experience credit" for brick protected areas has been changed from none to 30 per cent. The credit granted for the inclusion of the 80 per cent coinsurance clause in policies has been increased from 10 per cent to 55 per cent. These represent the premium rate changes applicable especially to schools since 1932. These rate reductions have had the effect of reducing the school fire-insurance costs per \$100 from \$1.05 to 61 cents without the use of the coinsurance clause in the Lamesa Independent School District and in about the same proportion in other protected areas. Every reduction but that for "experience credit" applies to schools regardless of location in "protected" or "unprotected" classes.

It is unfortunate that the loss ratios are so high in three items of our classification, namely, for frame structures in protected class and for brick and frame structures in unprotected classes. The Texas State Insurance Commission and Texas State Department of Education have records, which, if studied, would reveal considerable information on different insurance situations. These files should be studied by school people for whatever information may be revealed and for whatever recommendations may be formulated and made effective to reduce the fire losses in rural classes.

As one who might be termed, "a side-line observer" for a period of several years, I am of the opinion that the State Insurance Commission has considered schools most fairly in the establishment of fire-insurance rates. Commission action has been, in so far as I can find out, without any pressure on the parts of groups of school-district representatives. There have been instances of school business managers conferring with the commission, but these conferences have been few.

If our classification loss ratio were down to that of schools in the brick protected class, there would be a classification credit of 60 per cent or more under present commission rules. This problem should have attention.

It is known that there are certain mutual insurance companies which serve specialized lines of mercantile activity, for instance, mill and elevator owners, hardware dealers, and lumbermen. These mutuals are said to furnish dependable insurance at lower rates to these

(Concluded on page 95)

TABLE II. Five-Year Experience\*  
1935 to 1939

Kind of Risk	Amount Premiums (Net)	Losses Paid	Loss Ratio	Credit Based on Showing
Brick Protected	\$1,255,797	\$ 277,781	22%	30%
Frame Protected	209,424	86,353	41%	15%
Brick Unprotected	1,237,866	812,098	66%	None
Frame Unprotected	903,822	504,883	56%	None
<b>Totals</b>	<b>\$3,606,909</b>	<b>\$1,681,115</b>	<b>47% (Average)</b>	

\*Statement of Annual Underwriting Experience for Years Beginning January 1, 1935, to December 31, 1939. Fire Insurance Division; Austin, Tex.

<sup>1</sup>Abstract of a paper read before the Texas Association of School Administrators, Nov. 22, 1940, Ft. Worth, Tex. Mr. Rogers is superintendent of schools, Lamesa, Tex.

# *A sincere welcome to the A.A. of S.A.*

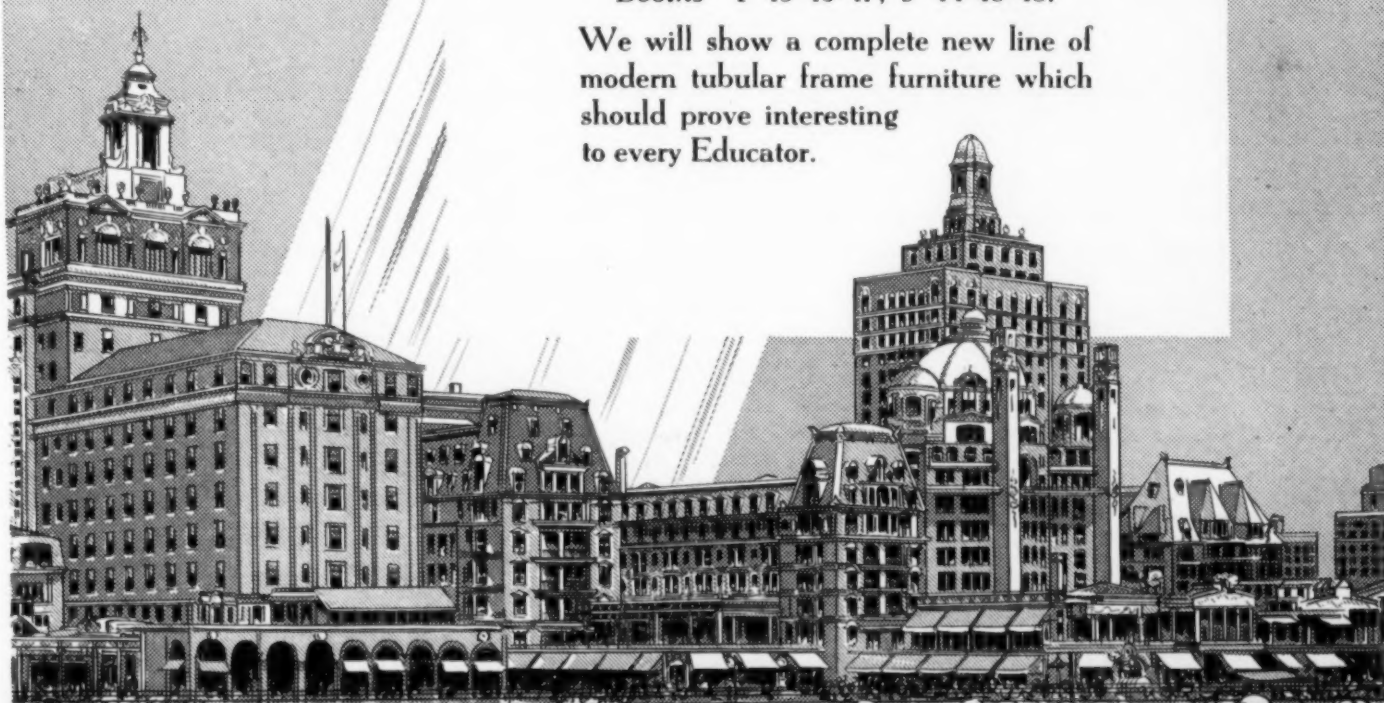
## *in* **ATLANTIC CITY**

*To every member of the A. A. of S. A. . . .*  
the Heywood-Wakefield Company extends sincere greetings and congratulations upon another year of real achievement. May the Atlantic City meeting prove a source of help and inspiration to you all . . . and, may those constructive resolutions which you adopt in session, be realized quickly and completely.

- We appreciate the fact that your days, during the meeting, are busy ones, but if you should have a few minutes to spare, we shall be pleased to welcome you at our Exhibit,

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## New Jersey's Step Toward Healthier School Personnel Charles L. Worth<sup>1</sup>

Every board of education shall require a physical examination of all employees of the board at least once in three years and shall cause the first examination within one year from the date this act becomes operative. The scope of such examination shall be determined under rules of the State Board of Education.

This law, the first of its kind in New Jersey, became effective during the past school year. According to a survey made by the writer, school people and boards of education throughout the state believe that the law will actually give the schools a healthier personnel.

At the present time there is a wide range of difference in the scope of the examinations designated by the local school districts. Forms being used in various districts show little or no uniformity. Some districts have prepared a form designed to give a complete health history of each employee. These forms include 50 or more questions pertaining to the individual's health record, and in addition, a chest examination, Mantoux test, X-ray, Wasserman test, gonorrhea test, urinalysis, tests of heart, eyes, ears, blood pressure, nose, throat, and digestive tract, to be made by the examining physician.

At the other extreme, the examination, or what might better be termed a cursory inspection, consists of a brief statement that the medical examiner has found no manifestation of a communicable disease in the school employee.

The scope of the examination was in most cases determined by the superintendent and medical inspector, in others by the superintendent and board of education. Several superintendents report that the examination is so superficial as to be of no value.

A cross section of the opinions of school

superintendents in representative districts of the 21 counties shows that nearly all believe the scope of the examination should be determined by the state board of education and should be specific and uniform throughout the state.

In most districts the cost of all examinations is borne by the board of education. In some the employees who select other doctors than the one designated by the board must meet the cost of the examination themselves.

The survey shows no case in which an employee has refused to present evidence of an examination nor any serious protest concerning the scope of the examination. This seems to indicate a general acceptance by the employees of the wisdom of the law to provide for a healthier school personnel.

Those superintendents reporting indicated that up to the present time only one employee has been relieved of his duties because of an unfavorable examination report. The question "Have you heard of any such case in other communities?" was answered in the negative by all superintendents reporting.

There has been a feeling among some school people that an employee who returned to work after recovering from tuberculosis or a venereal disease might be ostracized by his fellows. Each superintendent replying to this question felt that such would not be the case in his district. However, it was indicated by some that the townspeople might raise strong objections to the return of such an employee. Even though the law expressly states that all findings are to be the confidential information of the medical inspector, the absence of a teacher for a period of time after the examination might easily generate gossip of an unkind nature. One superintendent states that the total good which the law will accomplish offsets any such possibility.

The survey reveals that several superintendents definitely knew of school employees who had spread communicable diseases. Before the enactment of the present law it was practically impossible to do anything about such cases. As the law reads, the local board of education "may require the individual examination of an employee whenever in its judgment such employee shows evidence of deviation from normal physical or mental health."

The opinion of the majority of superintendents is that the provision for mental health examination is wise. The law further states:

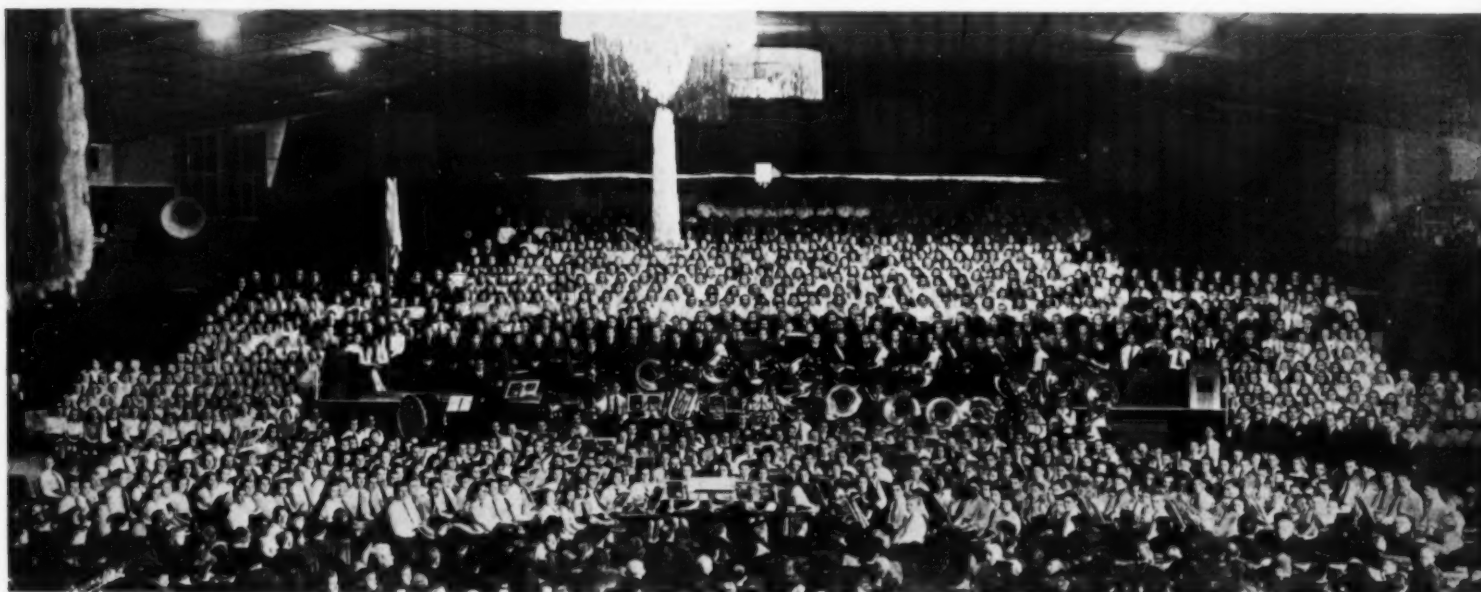
If the result of the examination indicates mental abnormality or a communicable disease, the employee shall be ineligible for further service until satisfactory proof of recovery is furnished. If an employee is under contract or tenure protection, he may be granted any sick-leave compensation provided by the board of education for other employees, and shall upon satisfactory recovery be permitted to complete the term of his contract, or, if under tenure, shall be re-employed with the same tenure status as he possessed at the time his services were discontinued; provided, the absence does not exceed a period of two years.

To the question "Has your board of education applied the law to any employee in regard to mental health?" all those replying answered in the negative. But as one superintendent remarked, "I've had strong suspicions of mental unbalance in some cases, but what could one do before this law was enacted?" In the opinion of nearly all, the provision for the mental health examination is wise, but it is believed by some that trouble might arise because of the wording "in the opinion of the board."

In the rules formulated by the state board of education, several groups of employees were exempt from the examination, including supervising principals and superintendents. A number of these officers were asked to give their opinion concerning the wisdom of such exemptions and nearly all indicated their belief that such exemptions were unwise. Remarks such as the following were made in regard to the question: "Neither officer should refuse

(Concluded on page 60)

<sup>1</sup>Supervising Principal, Lambertville, N. J.

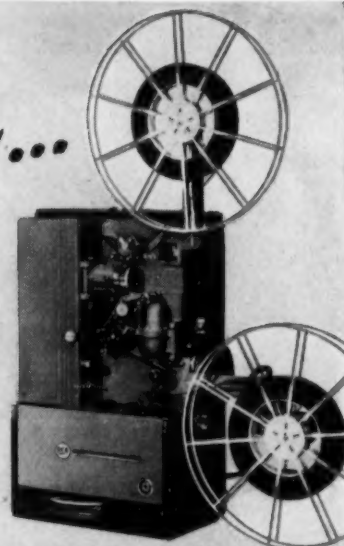


An important high spot in the observation of Education Week in Duluth, Minnesota, was a great public concert attended by more than 5000 citizens — all who could be crowded into the large Duluth Armory.

A vocal group from the junior and senior high schools, the orchestras of these same schools, and the combined senior high school bands provided the music. All together 1200 children took part. Close co-operation between the teachers and the director of music made it possible for the group to give a flawless performance after only one group rehearsal. In the course of the evening, Mr. C. William Duncan of the Philadelphia Evening Public Ledger, addressed the meeting on the subject "Close-Ups of Famous Americans." The speaker was introduced by Dr. H. H. Eelkema, superintendent of the Duluth schools.

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## Fenestra MODERN STEEL WINDOWS FOR SCHOOLS

(Concluded from page 58)

to take the examination," "I took the examination with the others," "Law should count all school employees, exempting none," "From the point of view of morale they should submit voluntarily," "I took mine in every detail with my staff."

On August 2, 1940, the state board of education enacted a new ruling which defines the scope of the mandatory examination to include the detection of active tuberculosis.

The first step may be either a tuberculin test or an X-ray examination of the chest. When the test is used, employees having no reaction shall be held as having successfully met the requirements of the routine examination. Individuals reacting positively must have the X-ray examination of the chest. If no signs of active tuberculosis are found by X-ray, the individual has met the requirement. If there is evidence of possibly active tuberculosis, the individual must undergo an additional test, presumably the sputum test, to determine communicability.

The survey shows that the school people of New Jersey are ready and willing to develop a high standard of health in their public schools. The present application of the law will undoubtedly eliminate to some extent the spread of infectious or contagious diseases by employees of the boards of education. Necessary changes in the administration of the law will come about as the result of intelligent experimentation, perhaps bringing more uniformity and more significant examinations.

School officials, local boards of education, and the state board are working to find the most efficient and efficacious manner of administering a law which is a vital step in the preservation of health for the state of New Jersey.

## American Association of School Administrators Will Meet in Atlantic City

The American Association of School Administrators will hold its seventy-first annual meeting in Atlantic City, N. J., February 22-27. The theme of the convention will be "To Provide for the Common Defense, to Promote the General Welfare, and to Secure the Blessings of Liberty." President Carroll R. Reed, of Minneapolis, Minn., will preside.

On Monday, February 24, the session will open with a talk by Dr. James B. Conant, of Harvard University, on the subject, "Education to Provide for the Common Defense." Other talks will be given by Hon. H. E. Stassen, of St. Paul, and by Dr. John W. Studebaker, U. S. Commissioner of Education, Washington, D. C.

The afternoon groups will take up the theme "To Provide for the Common Defense." Isaiah Bowman, of Johns Hopkins University will talk on "Peace and Power Politics in 1941."

The Tuesday session will be opened with a talk by Dr. John K. Norton, of Teachers College, Columbia University, on "Education and Economic Well-Being." Dr. Willis A. Sutton, of Atlanta, Ga., will also give a talk.

On Tuesday evening the members of the association will be the guests of the Associated Exhibitors, when the American Education Award will be given to Dr. Frank P. Graves of New York State.

On Thursday the theme will be "Education for Family Life" and the "1941 Yearbook." President E. W. Jacobsen, of the School of Education, University of Pittsburgh, will preside. Aurelia Reinhardt, president of Mills College, Oakland, Calif., will talk on "Public Education and the

American Home." The Yearbook for 1941 will be dramatized and presented on the stage through the cooperation of the N.B.C.

At the Wednesday afternoon session the theme will be "To Secure the Blessings of Liberty," with Donald DuShane, of Columbus, Ind., presiding. Major George Fielding Eliot, will discuss "War and Us."

On Thursday evening President Carroll R. Reed will be in charge and Mr. H. H. Eelkema, of Duluth, will present the report of the resolutions committee. Supt. Ben G. Graham, of Pittsburgh, will talk on "Education and the National Defense"; Mr. Everett R. Clinchy, New York City, will discuss "Liberties and Duties"; and Gerhart Seger will discuss "The Truth and Fiction About the Fifth Column."



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## School Administration News

### BASIC POLICIES OF SCHOOL ADMINISTRATION

During the past three years, the public schools of Cincinnati, Ohio, have been administered increasingly in accordance with certain policies now considered basic to the effective administration of a large public school system.

These policies have been interestingly described by Supt. Claude V. Courter in his annual report to the board of education dated November 25, 1940.

These policies which are stated below, are five in number:

1. *The relation between the schools and the taxpayers who maintain them must become closer.* The public schools belong to all the people and represent a major investment in education. The people of Cincinnati, therefore, are entitled to know what their schools are trying to do, how they are trying to do it, and to what extent they are succeeding. It is their right also to criticize constructively the program of the schools. The entire school staff, on the other hand, has responsibilities for informing the public about the schools. The staff must be responsive to intelligently constructive criticism. In addition to the schools, the community also has other institutions which represent sizable investments in human welfare and community betterment. Close co-operation by the schools with these community organizations is essential to a well-co-ordinated, closely integrated community life.

2. *In the determination of school policies, the best ability of the whole school staff shall be utilized.* In Cincinnati the school staff as a whole has a wealth of training and wide experience which should be utilized in developing school policies. To do this is to apply the democratic way of life to the administration of schools. To

do this is likewise to insure a sense of unity and high teacher morale.

3. *While school policies are determined democratically, they must be administered authoritatively.* Although in the formation of policies, every possible opportunity to use the teacher mind should be seized upon, the very term school system implies that once the policies have been adopted, there shall be forthrightness, clarity, honesty, and order in their administration. It is only such orderly administration in the light of clearly defined policies which will guarantee the best instruction to the children of Cincinnati.

4. *Administration of school systems must be creative.* The best school administration is never achieved. Always there is the necessity for seeking to improve techniques and methods. School practice must never become static. School administration must, therefore, be continually developing. It is never finished; it is never perfect.

5. *Large school systems must be organized into functional divisions, each of which discharges one of the major functions delegated to the superintendent by the board of education.* The superintendent is charged by the board of education with performing functions essential to the education of the children of Cincinnati. These essential functions are generally thought of as instruction, administration, personnel services, research, community relations, and business. Each of these is thought of as the job of a major division of the school system. They are the bases for the organizational pattern toward which Cincinnati is moving, and they determine the functions, duties, responsibilities, and relationships of the personnel.

### THE SUPERVISION OF VISUAL EDUCATION IN AURORA, ILLINOIS

During the school year 1940, the public schools of East Aurora, Ill., employed a supervisor of visual education in the person of Mr. Rodger Stutz, who in addition to his duties as chemistry teacher in the high school, performed a creditable piece of work as manager of the visual-education

program for both the grades and senior high school.

During the year a number of developments were effected in the operation of the visual-education program in the schools. The high school faculty made a study of visual and auditory aids, taking into consideration what other schools had done, what the local school program was, and what improvements it was possible to make. The committee consisting of three members, will continue its study and will continue to receive suggestions from time to time, and to help furnish information and materials for classroom use.

The Kane County Film Library, then in its second year, continued to grow, and now has a total of 15 silent and 25 sound films available for school use. The library is supported by a 3-cent per capita donation from the districts cooperating in the plan. The pictures are used a number of times each year, as contrasted with a single book of films secured from other sources.

During the year 1940, a total of 180 films were used in the school system. A number of these were two, three, and four-reel pictures. In addition, a high school sound projector was used to bring four county sound films to five of the grade schools. Of the 110 silent pictures, a number were used in both the grades and the high school. Seventy sound films were used, most of which were shown in the high school.

The Bardwell School, during the year secured equipment which proved to be of considerable aid to the visual-education program. A new tripurpose projector shows 35mm. film strips and 2 by 2-in. glass slides. A large number of excellent film strips and materials relating to each were included in the purchase.

The high school has found considerable use for a sound recorder. This apparatus is used for music, dramatic, and debate programs, and for speech, sales, and journalism activities.

Plans have been made to cooperate with the West High School in the joint use of films concerning the physical sciences. Since these films

(Concluded on page 64)

# FLUORESCENT LIGHTING?

**Test it...get the facts  
...and enjoy guaranteed lighting results**



Using existing outlets, Wakefield Fleur-O-Liers stepped up lighting 300% . . . helped make seeing easier and guard eyes from strain in this sewing room, West High School, Waterloo, Iowa.

★ ★ ★

Double the light from the same wattage with Wakefield Fleur-O-Liers in this classroom, Kingsley School, Waterloo, Iowa.

**22 footcandles in any standard classroom at special low price★  
with **WAKEFIELD certified FLEUR-O-LIERS**  
(Checked and Certified by Electrical Testing Laboratories)**

● You've probably heard something about fluorescent lighting. You may have heard that it is an amazing new way to have much more light for easier seeing and less eyestrain . . . at surprisingly reasonable cost. Perhaps you've wondered about it.

Now Wakefield offers you a practical plan by which you can find out . . . see for yourself . . . get the facts first-hand . . . so that, when your "Board" raises the question of fluorescent lighting, you'll have the answers.

Wakefield Fleur-O-Liers have been engineered to use the new fluorescent lamps efficiently . . . to give you glareless light that helps protect young eyes from strain. They meet over 50 rigid specifications for good

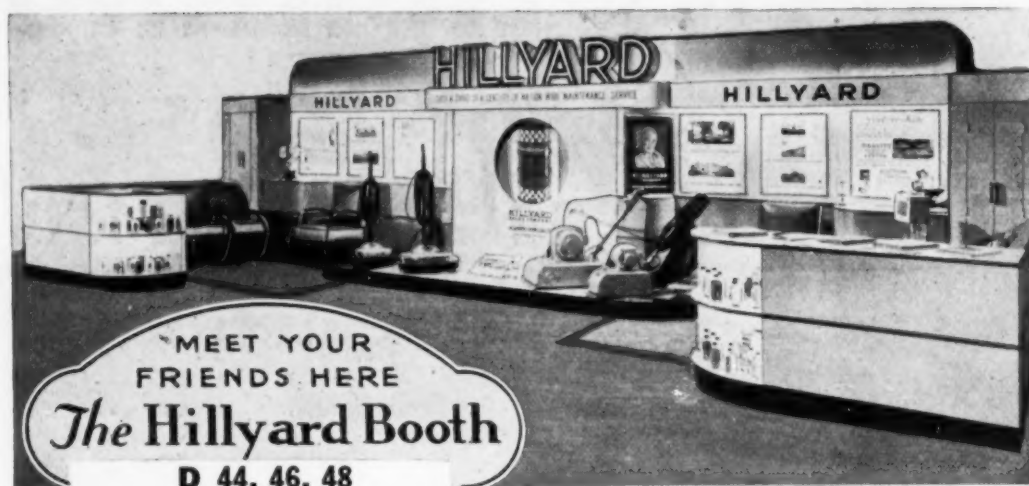
light, balanced performance and safe, satisfactory service, by test of impartial Electrical Testing Laboratories. In short, they give you fluorescent lighting at its best.

★ **So here's our offer:** We will guarantee a minimum of 22 footcandles in any standard classroom, with clean walls and ceiling . . . guarantee to deliver more footcandles of soft, glareless light than the standards set up by "American Recommended Practice of School Lighting" . . . at a special low introductory price (east of the Rockies). Write for details on this new plan, with layouts for guaranteed lighting results in any standard classroom. We'll get them off to you by return mail.

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## Hillyard's Welcome You Again!

During the Convention we want to meet our many friends among the American Association of School Administrators, and we want you to feel "right at home" at the Hillyard Booth. We want to show you just how our fine new models of floor maintenance machines work . . . how we have "streamlined" these machines to make them more efficient, easier to operate, at less expense and thru the quality of workmanship and materials in them they have longer life and less upkeep expense.

We have several new products to show you and of course the older Hillyard Hi-Quality Floor Treatment and Maintenance Products that have stood the test of time and are making more friends every year . . . and our line of Disinfectants and General Maintenance Supplies. There is a growing demand for Hillyard Products and the Hillyard Methods of Modern Floor Maintenance. Hillyard Maintenance Engineers are constantly on the job all over the country helping solve difficult problems of maintenance.

Hillyard Hi-Quality Products reduce maintenance costs in every classification . . . Floor Seals, Floor Finishes, Shine-All, Floor Waxes, Dressings, Cleaners, Disinfectants and Maintenance Supplies. The Hillyard Floor Maintenance Machines . . . the "Hiltonian" line of Lowboy Electric Scrubbing and Waxing machines with many new features found in no other machines and the New Hillyard "Steeltonian" line of Steel Wool Machines that use standard type of steel wool in ribbon form with many improvements, these you will see demonstrated at the Hillyard Booth, so again we say, Hillyard men are again waiting to meet you and greet you.

### See Demonstrated



★ NEW HILTONIAN SCRUBBING, POLISHING, WAXING MACHINES.

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3 SIZES: 16 IN., 19 IN., 22 IN.

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## HILLYARD SALES COMPANY

...DISTRIBUTORS HILLYARD CHEMICAL CO. ... ST. JOSEPH, MO. ... BRANCHES IN PRINCIPAL CITIES...

(Concluded from page 62)

will be shown to small groups it will readily be possible for both school systems to make use of a film on one booking.

Plans have also been made to purchase a sound projector for the use of the grades and one for the junior high school.

### IMPLICATIONS OF A DECLINING SCHOOL POPULATION FOR SUPERINTENDENTS AND TRUSTEES

Much publicity has been given in recent years to the falling birth rate in Virginia and the prediction of a smaller school population. It is self-evident that a lower birth rate will eventually result in a smaller school population, unless such a loss is offset by a lower death rate or a gain through migration.

Dr. Sidney B. Hall, State Superintendent of Virginia, speaking recently on this subject, explained the situation in the state of Virginia and presented facts tending to show the complex nature of the problem and the fact that the best predictions may not come true. Even though the school population in the state did drop about one fourth as much as was predicted in 1934, school attendance actually increased. Dr. Hall explains that it is easy to draw misleading conclusions from a few facts when there is a lack of knowledge of the other more important data. Though the figures in 1934 indicated that the total population for Virginia would be 3 per cent higher in 1940, the census shows a 10.2 per cent gain, and instead of a 17 per cent drop in the elementary school population, the census shows only a 3.6 per cent drop.

Since 1922, says Dr. Hall, the number of seven-year-olds enrolled in the public schools has re-

mained constant, even though the number of births has increased and decreased from 1915 to 1933. From the point of view of school management, the enrollment in the first grade and its progress through school is the barometer of school needs. The first-grade enrollment reached its peak of 121,901 in 1931. This number has since been reduced to 92,463 in 1938-39. The reduction represents a loss of only 7451 children seven years of age, or about one fourth of the total reduction of 29,438. The answer, according to Dr. Hall, is twofold: General inefficiency piles up the enrollment in the first grade, and increasing school efficiency reduces the number of retarded children in the first grade. Emphasis upon the instructional program during the past decade has tended to increase the efficiency of the schools, and as the number of children to be taught becomes smaller, the enrollment in the lower grades is reduced, and that in the upper grades is increased.

The National Defense Program and the general emphasis upon vocational education and work experiences are just getting into stride. Educators and the public are demanding a practical application of the theory that every child is entitled to an education. This condemns the school program which educates only for the professions and the white-collar jobs.

Again, Dr. Hall points out that estimates for future population trends lose in reliability as the population unit decreases. A prediction for a county may be depended upon far more than a prediction for a school community. Changes take place so rapidly that long-term predictions are less liable than before the days of the airplane and the radio. Hence, the type of predictions made about population changes are very unreliable even for the state as a whole. All data for county and school communities should be collected and studied with facts of general observation and subjected to common sense rather than mathematical treatment.

The entire picture of population trends, accord-

ing to Dr. Hall, calls for extreme caution in putting up permanent school buildings in any location. Common-sense judgment will be superior to mathematics in making decisions. Boom psychology must be guarded against and not mistaken for common sense. A safe rule then, is to build for the present need, with provisions made for additions, if and when needed. Temporary buildings may be used in situations which do not appear to be permanent. The declining school population as a practical school problem cannot be forgotten, but the theoretical predictions by noneducators offer to educators an opportunity to rethink the conditions, and to locate the new areas of growth, and plan for them.

### EDUCATION FOR THE COMMON DEFENSE

#### What does America have to defend?

A spiritual heritage, the most precious gift from our forefathers.

A people's government, conceived by heroic men determined to be free.

A great people, over 132 million souls of many races and creeds.

A vast wealth, found in our natural resources from sea to sea.

A hopeful future, to leave to our children and to generations unborn.

#### What is education for the common defense?

It is individual, helping each person make the most of his talents.

It is universal, seeking to educate all the children and all the people.

It is practical, helping prepare people to earn a good living.

It is civic, preparing individuals to be wise and loyal citizens.

It is spiritual, recognizing the eternal dignity of human personality.

—Harold C. Bauer.



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looking slick...  
and the Board saves money on them, too!"



**E**ASY is hardly the word. *It's a cinch* to clean floors of Armstrong's Asphalt Tile. Just sweep daily, wash and wax every now and then—that's all.

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*JANITORS DELIGHT at easily cleaned floors like this one of Armstrong's Asphalt Tile in Hutchinson Junior College, Hutchinson, Kansas. This floor was easily installed by hand, a block at a time. Architects: McCrackin & Hiett; Contractor: M. C. Foy & Son; floor laid by Wiley Dry Goods Co.*

The rich plain and marble colors are scuff-proof . . . run right through the material. Costly refinishing isn't needed.

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present in basement floors. Thus, it is safe to use over concrete in direct contact with the ground—either on or below grade.

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## A Study of Withdrawals in Richmond, Indiana

How many boys and girls withdraw from school? What becomes of them?

During the school year 1939-40, the high school faculty at Richmond, Ind., under the direction of William G. Bate, superintendent of schools, conducted a rather extensive study of high school withdrawals in order to find out what becomes of these students.

The study was made for the purpose of determining the academic and social characteristics of the members of the withdrawal group and also for the purpose of ascertaining what the school could do for these pupils. Would it be possible to improve their chances to become self-supporting persons, successful in occupational adjustment, and good citizens?

In the study it was found that the typical or average age of the withdrawal is 16 years old. The boy is either at the tenth-grade level, or he is a special pupil who has completed the offering of the special group in the junior high school, and has been transferred or is eligible for transfer to a special program in the senior high school. If employed, he is likely to be found working in a factory job, or in some lower level or irregular job.

It was noted that 61 boys and 57 girls of the group had left Richmond since withdrawal from school, leaving a total of 383 still residing in the city. Complete records were gathered for 249 boys and 201 girls. Intelligence test scores were recorded for 235 of the boys and 193 of the girls. The scores were largely made on group tests such as the Otis.

It was noted that 11 per cent of the boys and 61 per cent of the girls from the group are married. Twenty-five per cent of the girls who have married are living with their parents.

In a study of the reasons given for withdrawal, it was noted that age, employment, health, and marriage were contributing factors. In cases where "16 years old" was given as the reason for withdrawal, it was usually shown that there was a poor school adjustment or little real success in schoolwork. In some cases, there was evidence of poor home conditions or an attitude tending to withdrawal. Where work was given as the reason, the record showed that in many of the cases there was a lack of interest in school and a lack of success in studies.

In cases where poor health was given as the reason, most of the pupils did have poor health and this combined with other conditions to influence the pupils to withdraw from school. Marriage was given as the reason for withdrawal among the girls, but was rarely the reason for a boy to withdraw.

While 75 per cent of the boys and 31 per cent of the girls were listed as employed, in a good many cases the pupils were in low level jobs, odd jobs, or in tasks which were irregular and uncertain in the extreme. Fully one half of the boys and 75 per cent of the girls were employed in poorly adjusted or irregular occupational placement.

In seeking a remedy for the situation, it was the opinion of the members of the survey group that there is a distinct need for training in the fields of industrial education and home economics, adapted in skill and variety to the abilities and needs of these students, and offering sound training rather than play or busy work. Again, they must be given every pos-

sible help to fit themselves for finding their place in the economic and social life, and for securing adjustment in a society that leaves everyone in a position of competition and to a large extent dependent on self-direction rather than governmental regimentation and placement.

It appeared to the surveyors that there is need for developing some kind of a program for this group. This program should be directed largely toward eliminating the attitude still existent in regard to leaving school as soon as possible. There are still too many cases in which the parent and the pupil feel that school offers little, and consequently they anticipate leaving school as soon as possible. Something should be done to eliminate this attitude but it should be in operation before the pupil reaches the age of sixteen.

There is need to bridge the gap between junior high school and senior high school. The results already secured in this direction encourage the school faculty to believe that much more can be done along this line.

Another point emphasized was the need for the development of guidance and placement service which may well be used in the direction of helping these boys and girls obtain the right kind of jobs that will provide a better start in their occupational lives through an adequate adjustment at the beginning of their work.

### BOARDS OF EDUCATION

♦ San Antonio, Tex. The board of education has asked Supt. I. E. Stutsman to undertake a study of the school system, looking toward a change from the 11½- to a 12-grade plan of organization. At the present time, because of the

language difficulty of some Spanish-speaking children, a half year of preprimer work is offered.

♦ Hawthorne, N. J. The school board has taken steps to change the form of flag salute used in the schools. Under the new plan, the girls will be required to place their right hand over the heart, while the boys will give the military salute with right hand, brought to the forehead over the right eye.

♦ Louisville, Ky. The school board has notified the mayor that it intends to make "full equalization" between white and Negro teachers' salaries, beginning with the school year in September, 1941.

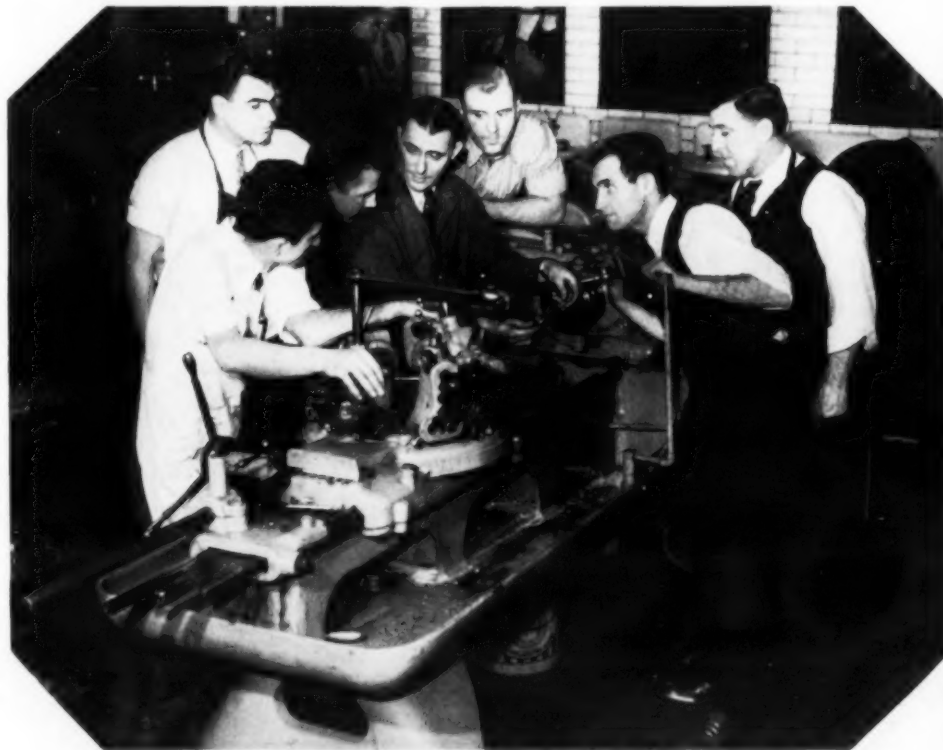
♦ New York, N. Y. The board of education has prepared a new instructional budget for 1941, which calls for less money than was spent during the school year 1940. Due to a continued drop in pupil enrollment, the board has planned to eliminate 1151 teaching positions, cutting its general school fund \$1,706,540 below the past year's appropriation.

♦ The Pendleton County board of education, at Franklin, W. Va., has established feeding centers for undernourished children, has inaugurated a preparedness program with the establishment of a carpentry shop for young men, and has inaugurated a plan for county teachers' meetings where teachers of one-room schools may meet for the discussion of school problems and teaching methods. The meetings are held once every six weeks and are conducted under the direction of Supt. I. L. Bennett.

♦ The National Association of Manufacturers, of New York City, has completed a study of 600 social science textbooks now in use in public school classrooms of the country. The study which was conducted under the direction of Dr. Ralph W. Robey, of Columbia University, involved a study of all texts in the fields of history, civics, sociology, and economics that are widely used in the schools.

The survey was begun in answer to growing criticism regarding some of the books used in the schools. The aim was to determine whether there is any basis for the growing apprehension about the contents of school textbooks.

♦ Childress, Tex. Construction work has been started on a new junior high school, to cost \$115,000.



At Jersey City, New Jersey, the Dickinson High School is operating 22 hours per day training craftsmen for the defense industries of the city. More than 350 men have already completed their courses.—Westinghouse Photo.

## Teachers and Administration

### NEW SPRINGFIELD SINGLE-SALARY SCHEDULE

The board of education at Springfield, Mass., on December 20, 1940, adopted a single-salary schedule, which embodies the principle of equal pay for equal qualifications and equal service. The schedule involves no salary distinction based on organization level in the schools, and all teachers with the same amount of training are paid alike in the elementary, junior high school, and senior high school. Although differentials are provided for administrative and supervisory responsibilities, the basic salaries to which these differences are added are identical with those paid to classroom teachers.

The schedule provides for recognition of the value of increased experience and for stimulation of improved service. For instance, whenever a staff member changes his status by securing an additional year of training, he receives his normal increment of \$50, plus \$150 adjustment in recognition of his advancement to the next higher preparation level. This synchronization, operating at every point in the whole range of salaries, insures a uniform and equitable adjustment for increases in the value of the teacher's services resulting from additional professional training. Increments under the schedule are not automatic but are granted only where there is a demonstrated improvement in efficiency in service.

The schedule is arranged on the basis of six years of training and provides 35 increment steps. No applicant is eligible to enter the school system if only two years of training are indicated.

The schedule is based on a study of length of service, as determined by such factors as average annual turnover, average age of entrance into service, and average age of separation, whether by resignation, death, or retirement. The 35 increment steps in the schedule are determined on the basis of these considerations and are intended to insure that no considerable group of teachers will reach their maximum salaries 10, 15, or 20 years before they leave the service.

#### The Schedule

*Two Years' Training Beyond High School.*  
First year, \$1,200; annual increment, \$50; maximum in 17th year, \$2,000.

*Three Years' Training Beyond High School.*  
First year, \$1,350; annual increment, \$50; maximum in 18th year, \$2,200.

*Four Years' Training, with Bachelor's Degree.*  
First year, \$1,500; annual increment, \$50; maximum in 28th year, \$2,900.

*Five Years' Training, with Bachelor's Degree.*  
First year, \$1,650; annual increment, \$50; maximum in 34th year, \$3,300.

*Six Years' Training Beyond High School.*  
First year, \$1,800; annual increment, \$50; maximum in 35th year, \$3,500.

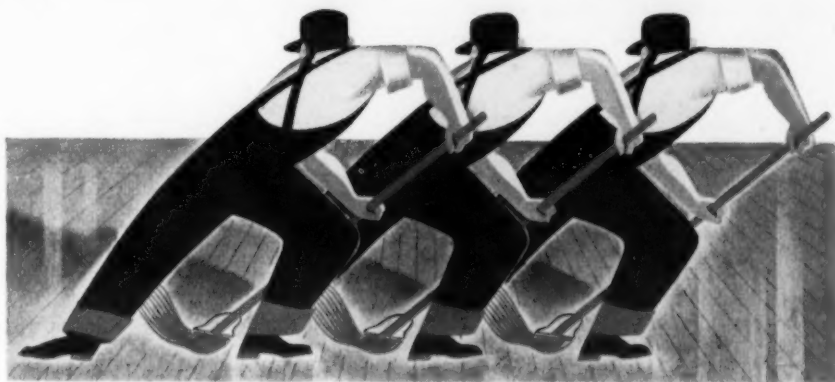
Aside from training and experience, there are certain other factors which condition the professional contributions that staff members make. Prominent among these is the factor of family responsibility. Tangible recognition is given to the importance of such relationships by the establishment of a separate and supplementary system of family allowances over and above the basic salary rates. The following are the amounts set for this pur-

## SPAL DOES 3 JOBS AT ONCE!

Spal cleans by new  
Expurging Action

Spal gives floors a  
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Spal leaves a film of  
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**M**aintaining school floors correctly isn't the long, costly job it used to be. With Spal Liquid Scrub Compound you can now clean the floor, give it a lustrous polish, and leave a film of surface protection that reduces the number of necessary cleanings. You do *all 3 jobs* at the same time, in *one*, instant-action operation.

Spal is an amazing cleanser, probably unlike anything you've ever used before. It offers an entirely new method of cleaning—a new expurging action that dissolves dirt, draws it to the surface and floats it

away. A specially developed light filler leaves a non-slippery surface film that reveals the true beauty of the floor.

To obtain top-notch economy and streamlined maintenance, try Spal now. You'll find its 3-way labor saving action the best investment you can make for your floors.

*Spal is safe for all types of flooring. Approved by leading flooring manufacturers.*

The HUNTINGTON LABORATORIES Inc.  
HUNTINGTON INDIANA



pose: For dependent wife, \$100; for each dependent minor child, \$50; maximum family allowance, \$200.

The schedule also provides for recognition of the value of increased experience and for stimulation of improved service. This increase is intended to reward the teacher for improved worth, resulting from an additional year of experience, and to stimulate him to greater professional service in future years. The recognition and stimulation of professional growth requires that the number of increments be large enough to span the total length of service of the majority of staff members. Each teacher and administrator receives such recognition and stimulation through his working life.

#### KENOSHA SINGLE-SALARY SCHEDULE

The board of education of Kenosha, Wis., has adopted a single-salary schedule for teachers

for the school year 1940-41. In making changes in the schedule the board will be guided by economic conditions and by the amount of revenue available to maintain the schedule.

The schedule provides (1) for a single-salary arrangement, (2) for the recognition of additional training, (3) for the recognition of experience, and (4) for the recognition of economic responsibility. The schedule offers no differential for position, sex, department or marital status, except that in the employment of new teachers, when conditions make it necessary, the board will give consideration in initial salary only, in the employment of men teachers, or teachers of special departments. In such cases no increments will be given until the differential is equalized.

New teachers must have four years' training, and two years of experience or rank in an upper quartile of a college class giving evidence of unusual training or fitness for a particular field. In the senior high school, five years of training will be required, except in the case of a promotion within the force, when a bachelor's degree

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and two years' work in a summer school will be required.

Teachers with four years of training will receive an initial salary of \$1,200, plus credit for two years' experience, up to a total of \$1,600. Teachers with five years' training will be paid \$1,400, plus credit for experience, up to a total of \$1,800. Teachers with six years' training will receive \$1,600, plus credit, up to \$1,900.

All teachers with two years' training are eligible to receive the maximum salary of \$1,900, attainable through regular increments of \$60 per year; those with three years' training will receive the maximum of \$2,000 through increments of \$70 per year; those with four years' training will receive \$2,400 through increments of \$80 per year; and those with five years' training will be paid \$2,700 through increments of \$90 per year.

Under the schedule, a bachelor's degree will be required as evidence of four years' training of a teacher but certified graduate credits to the number of 30 may be accepted in lieu of a master's degree. Any teacher who returns to the school system after resigning, will begin at a salary not exceeding the maximum specified for beginning teachers of her group, but she will be excused from training requirements on condition of attendance at summer school for two years out of three until the deficiency is made up.

Summer travel will be accepted in lieu of attendance at summer school for teachers seeking credit beyond the bachelor's degree, but standards of evaluation are to be set up by a special committee of teachers working with the superintendent.

Adjustments in salary rating will be made only on the presentation of credits to the amount of 30 or a multiple thereof. Requirements for training will not be retroactive for teachers at present on the school staff.

#### TEACHERS AND ADMINISTRATION

♦ Peabody, Mass. The school board has ordered that in case of an emergency, former teachers

now married, shall be given substitute work. In some cases, classes have been doubled up due to the fact that no teacher was available.

♦ Minneapolis, Minn. The board of education has announced that it favors legislation calling for the retirement of teachers in cities of the first class at the age of 67. The board has asked its attorney to prepare a bill for the legislature providing for an amendment of the teachers' retirement law.

♦ Cambridge, Mass. The school board has adopted a rule, requiring that all new teachers shall undergo physical examinations, including chest X rays, and tubercular tests.

♦ New York, N. Y. The Teachers' Union, local No. 5, of the American Federation of Teachers, which has been accused of being dominated by the Communist party since 1935, has been served with a notice to show cause why its charter should not be revoked. The action was taken by the executive council of the American Teachers' Federation, at the close of a five-day conference.

The New York Union will be permitted to answer charges that it has engaged in tactics and practices inimical to democracy. The officials refused to amplify their statement which contained nine counts. President Charles T. Hendley of the New York local is quoted in the daily press as denying all charges.

♦ Richmond, Va. The board of education has appointed a special committee to work out a plan for equalizing the salaries of Negro teachers, in compliance with a recent U. S. Supreme Court decision. The proposed plan will affect 300 Negro teachers in the city schools and will involve an expenditure of \$200,000 in raising their salaries.

#### TWO RIVERS SICK-LEAVE REGULATIONS

The board of education at Two Rivers, Wis., has adopted new regulations, providing for sick leaves for teachers regularly employed for the school year, and other employees who are regu-

larly employed upon a calendar-year basis. The following provisions have been approved by the board:

1. Each employee will be granted a leave of 10 days per year for absence due to personal illness, or serious illness or death of an immediate relative (immediate relative to mean wife, child, brother, sister, parent, or guardian).

2. Five days' unused sick leave each year will become cumulative up to a total of 60 days, the cumulative sick leave to be used for absence due to prolonged illness only.

3. In cases of quarantine due to a communicable disease, directly traceable to school-room duties, the board will pay the full amount of the salary due the employee regardless of sick leave. The city health officer in each case is to be the sole judge regarding the responsibility of the board in this connection.

4. Teachers and other school employees, who desire to take advantage of the cumulative sick leave provision, must present a statement from a practicing physician certifying the teacher's physical fitness to do the work assigned. This statement must be presented annually to the superintendent of schools by October 1.

5. The sick leave regulations are retroactive to July 1, 1933, for the purpose of computing cumulative sick leave, to apply to illness subsequent to July 1, 1939.

All teachers and other employees of the Two Rivers school system are eligible for membership in a municipal program of group hospitalization and surgical care. The city pays \$3 per year toward this service for single employees, and \$9.12 a year for married employees who join the plan. Single employees pay an additional \$12.60 per year, and married employees an additional \$35.88 per year.

This health insurance provides daily hospital benefits up to 31 days for each individual member during each period of disability. Reimbursement for surgical fees up to \$150 is provided during each disability.



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and drivers of your buses can make more, smoother and safer stops from any speed—real protection in emergency.

ONE STEP

the same step—and drivers have safe control of the buses on steep grades, without burning out their service brakes.

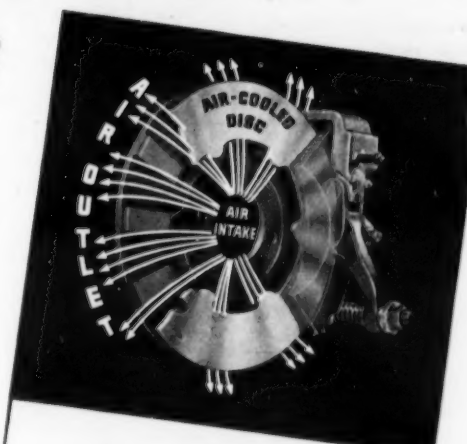
ONE STEP

the same again—and your emergency brakes will give this positive protection at decidedly lower costs for maintenance.

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"TRU-STOPS" are Disc Type Emergency Brakes installed on the propeller shaft. Their pressure is always certain because there is nothing to stretch. Linings last a great deal longer because the ventilated disc dissipates the braking heat that ruins the linings of other brakes.

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MAKES TRU-STOP  
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SERVE BETTER AND  
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More than a mere axiom is the statement: "Protect our children and you protect our nation." School administrators, responsible for the safety as well as the education of America's youth, hold one of the master-keys to the country's future. The tomorrows of America are in our children's hands—and so long as those children are in your authoritative care, protection against today's ever present dangers is a tantamount obligation.

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### WASHINGTON STATE SUPERINTENDENT TAKES OFFICE

First lady of Island County, Wash., Mrs. Pearl Anderson Wanamaker, took office as Superintendent of public instruction on January 15 as the result of winning the November election from the incumbent, Stanley F. Atwood of Seattle.

In Washington, the state superintendent's office has been placed upon a nonpartisan basis. Yet the campaign was hard fought every bit of the way, culminating with the election of a woman who has long been experienced in matters of school policy.



Mrs. Pearl Anderson Wanamaker

Mrs. Wanamaker, the daughter of Washington pioneers, was born at Mabana, her father, Nils Anderson, a Swede, and her mother a Finn. Mr. Anderson now lives at Everett, Wash. Her mother died 15 years ago.

Mrs. Wanamaker began her professional training at the Western Washington College of Education at Bellingham, then known as Bellingham Normal School, and later attended and was graduated from the University of Washington. Her first experience as a teacher was gained in a one-room school. Later she began her climb as teacher in a graded school, teacher in a high school, principal of a grade school, and finally as superintendent of the Island County schools.

While still a teacher in 1929, Mrs. Wanamaker's homefolk at the little town of Coupeville, which is widely known as the scene of Indian war canoe races and festivals each summer, elected her to the lower house of the state legislature. She was re-elected in 1933 and 1935, and in both 1937 and 1939 she was elected to the state Senate.

During all these years in the legislature, Mrs. Wanamaker was a member of the education committee, and has had a large part in drafting every school-support law under which the Washington schools now operate. In 1933 she guided the Showalter Bill successfully through the legislature to insure the schools an income of 25 cents per pupil per day's attendance. In 1937 she was Senate leader and coauthor of the equalization bill, known as the Yantis-Wanamaker bill, which provides special assistance to tax-poor districts of the state.

While her chief legislative interest has been education, Mrs. Wanamaker has given intelligent attention to other problems of govern-

ment. In the last session she was chairman of the Labor Statistics Committee. She was a member of the Social Security Committee, the Roads and Bridges Committee, and the Revenue and Taxation Committee.

Last spring a caravan of 70 automobiles burst into the little town of Coupeville one morning, the automobile riders carrying petitions from all parts of the state urging Mrs. Wanamaker to run for the office of state superintendent of schools. That the state has confidence in her ability as an education administrator is shown by the fact that out of a state-wide vote of 431,086, Mrs. Wanamaker received 257,742 or a majority of 84,408.

Mrs. Wanamaker's six-point platform upon which she is now at work includes:

1. *School Efficiency.* The highest practicable standards of school service through (a) progressive adaptation of the curriculum to Washington needs; (b) high competence and morale in the teaching personnel; (c) understanding and sympathetic cooperation with school boards; (d) public understanding of school problems and needs.

2. *School Cost.* The utmost economy consistent with the standards of adequate school service for Washington boys and girls.

3. *State School Support.* Fulfillment of 25 cents per day as defined by law to provide full basic and equalization support. Careful study of present laws looking toward any needed refinements or adjustments.

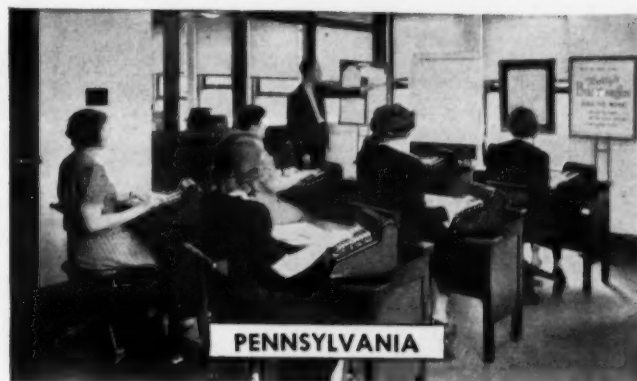
4. *Vocational Education.* Extension of vocational training better to fit boys and girls in our public schools for jobs.

5. *Civic Education.* Emphasis on training for the democratic way of life and instilling through school instruction and school life a wholesome attitude of love and loyalty for America.

6. *Harmony.* Restoration of mutual confidence and cooperation in relations among teaching personnel, and between teachers and the public.



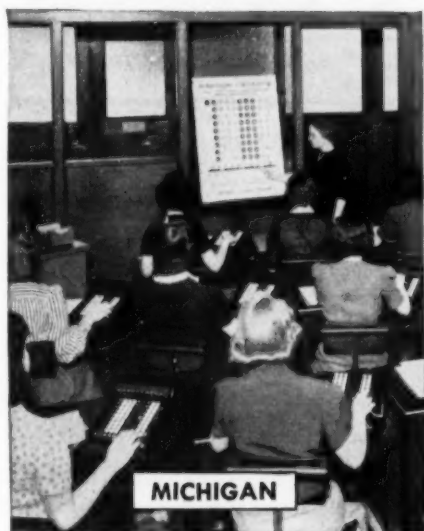
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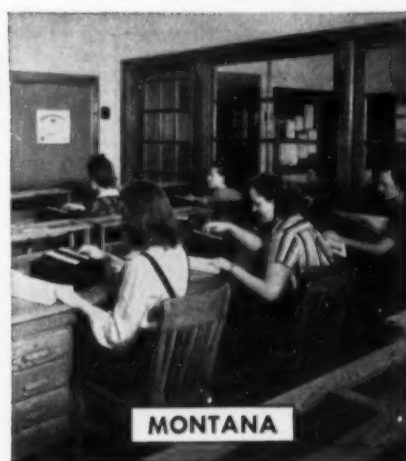
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### School Law

#### Creation and Alteration of School Districts

Under an Illinois constitutional provision requiring the legislature to provide an efficient system of free schools, the territory of a school district must be sufficiently compact to enable children to travel from their respective homes to the school building in a reasonable length of time and with a reasonable degree of comfort. Smith-Hurd statistical constitution, art. 8, § 1.—*People ex rel. Tudor v. Vance*, 29 Northeastern reporter 2d 673, 374 Ill. 415.

A "compact school district" is one so closely united and so nearly adjacent to the school building that all the students residing in the district may conveniently travel from their homes to the school building and return the same day in a reasonable length of time and with a reasonable degree of comfort. Smith-Hurd statistical constitution, art. 8, § 1.—*People ex rel. Tudor v. Vance*, 29 Northeastern reporter 2d 673, 374 Ill. 415.

#### School District Government

A proceeding for the removal of members of a school board by a grand jury's accusation and trial thereon, as prescribed by statute, was civil in nature and not criminal. 22 Okla. annotated statutes, §§ 1181-1192.—*In re Bowling*, 106 Pacific reporter 2d 824, Okla.

Under a Pennsylvania statute authorizing the board of school directors to remove its employees after due notice and after hearing if demanded, the discharge of the secretary of the school superintendent who was present at the board meeting at which she was discharged, but who had no prior notice of the board's intention of terminating her employment, was unlawful, notwithstanding the fact that sufficient causes existed for her removal. Under the law the procedure for the

removal of employees is mandatory, and failure to comply with it nullified the board's action in discharging the secretary. 24 P. S., § 341.—*Hetkowski v. School Dist. of Borough of Dickson City*, 15 Atlantic reporter 2d 470, Pa. Super.

Where a board of school directors summarily discharged the secretary to the school superintendent when she was unable to perform any of the duties of her employment due to her emotional and physical condition, the performance of duty to render services was not waived so as to authorize a recovery of damage by the secretary for breach of contract.—*Hetkowski v. School Dist. of Borough of Dickson City*, 15 Atlantic reporter 2d 470, Pa. Super.

#### School District Property

A bond given pursuant to a statute requiring a contractor engaged in doing public work to give a bond conditioned for the payment of claims for work and material cannot be severed from the statute with reference to which parties are deemed to have contracted. Mason's Minn. Supplementary Statutes of 1940, § 9700.—*Ceco Steel Products Corporation v. Tapager*, 294 Northwestern reporter 210, Minn.

Under a Minnesota statute providing that no action shall be maintained on a contractor's bond unless, within 90 days after the completion of the contract and acceptance thereof by proper public authorities, the claimant shall file a written notice as directed, no action may be maintained on any contractor's bond unless the claimant files a notice in the manner and within the time directed and limited, and requirements must be met before the right to bring an action on the bond accrues. Mason's Minn. Supplementary Statutes of 1940, § 9705.—*Ceco Steel Products Corporation v. Tapager*, 294 Northwestern reporter 210, Minn.

#### School District Taxation

A board of education may borrow against its appropriation, for an ensuing year, and it may include, in its next application for funds to the

board of school estimate, the amount so borrowed.—*Steck v. Board of Education of City of Camden*, 15 Atlantic reporter 2d 454, 125 N. J. L. 261, N. J. Sup.

The board of education of a city had authority to raise funds to reimburse teachers for unlawful deductions from their salaries during previous years.—*Steck v. Board of Education of City of Camden*, 15 Atlantic reporter 2d 454, 125 N. J. L. 261, N. J. Sup.

An Illinois constitutional requirement that a rate to pay the maturing principal and interest on bonds of school districts must be extended is "mandatory" and self-executing. Smith-Hurd Statistical Constitution, art. 9, § 12.—*People ex rel. Miller v. Mobile & Ohio R. Co.*, 29 Northeastern reporter 2d 604, 374 Ill. 376.

The first sentence of an Illinois statute directing the county clerk to extend a tax sufficient to pay the principal, interest, and sinking fund requirements of school district bonds falling due before the first delinquent tax date must be construed to embrace all school-district bonds. Smith-Hurd Statistics, c. 122, § 212, subd. B.—*People ex rel. Miller v. Mobile & Ohio R. Co.*, 29 Northeastern reporter 2d 604, 374 Ill. 376.

#### Teachers

The Teachers' Tenure Act of Georgia is designed to protect competent qualified teachers of public schools of the county in the security of their positions, thus accomplishing the dual object of security of teachers in their positions and benefit to the public resulting from placing tenure of positions on demonstrated qualifications and merit.—*King v. Wells*, 10 Southeastern reporter 2d 832, Ga.

In a proceeding under a Minnesota statute, relating to the discharge of a teacher, a school board, or a commissioner of education is not required to follow the strict practice of the courts in respect to the form and language of the complaints, findings, or decisions.—*State ex rel. Cochrane v. Peterson*, 294 Northwestern reporter 203, Minn.

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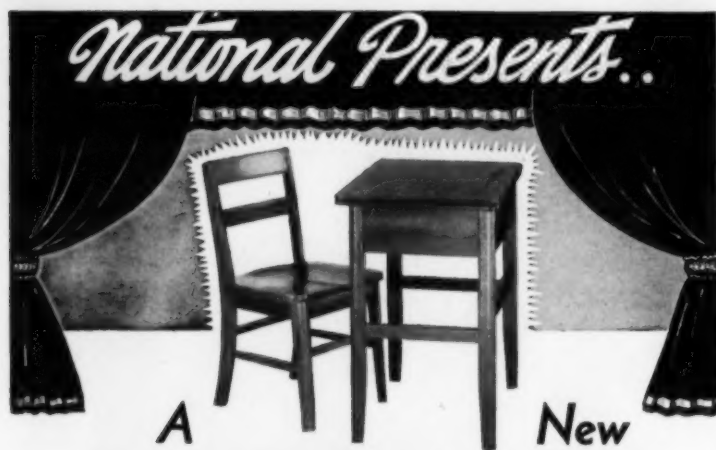
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### PUBLICATIONS OF INTEREST TO SCHOOL-BUSINESS EXECUTIVES

Report of the Auditor of the Board of Education of St. Louis, Mo.

Prepared by William M. Susanka, auditor. Paper, 146 pages. Published by the board of education at St. Louis, Mo.

This booklet contains a statement of the general fund, a table showing the summary of school expenses, a table offering a statement of the expenses of the elementary schools, and a statement listing the expenses of the evening schools.

### The Administration of College and University Endowments

By Charles R. Sattgast. Cloth, 125 pages. Price, \$1.85. Bureau of Publications, Teachers College, Columbia University, New York, N. Y.

This study attempted to learn the most effective methods of (1) producing the maximum income with a minimum amount of fluctuations, and (2) of safeguarding the principal of the fund. On the basis of a study of 45 colleges and universities, the author set up seven principles: (1) The principal of the fund shall be maintained forever inviolate and the income alone shall be made available for institutional use. (2) Investment committees shall be composed of men of good character, sound judgment, and executive ability, who have been selected because of their special training and successful experience in the field of finance and investment. (3) Investment officers and members of the investment committee shall be provided with adequate and accurate information concerning their investment program. (4) The investment portfolio shall be diversified carefully to distribute risks over a large number of investment holdings, each and every one of which shall have high investment quality. (5) Risk shall be transferred, in so far as possible, to funds especially created for that purpose. (6) Proper custodianship shall be established to provide for the maximum safety of the securities against destruction, loss, or theft. (7) Investment committees shall at all times have access to full and accurate information regarding the results of the policies pursued.

### Central Sound Systems for Schools

#### Sound Recording Equipment for Schools

Published by the Committee on Scientific Aids to Learning, New York, N. Y.

Before installing a sound system it is well to know what can be done with it, and what services it can be expected to perform. It is also well to know how it can be serviced when something goes wrong.

The present booklets supply information which it is necessary for schoolmen to have in purchasing and installing these useful and effective devices. Schools in general may profit by the advances made in the commercial field and will continue to profit by additional advances to be made in the future.

### Painting Acoustical Materials

A leading article in Dutch Boy Quarterly, Vol. 18, No. 4, recommends methods of painting which will cover the surface but not seal it so as to reduce the acoustic efficiency of materials.

### Selection of Solid Fuels from the Viewpoint of the Small Consumer

By P. Nicholls. Paper, 5 pages. Published by Bureau of Mines Experiment Station, U. S. Department of the Interior, Washington, D. C.

A report on a study of some of the factors associated with the selection of solid fuels. The report calls attention to the important work of fuel industries in establishing and maintaining laboratories for the study of fuels and for the dissemination of information to insure that they will be so used to give better satisfaction to customers.

### Accounting for Governmental Supplies

Paper, 60 pages. Bulletin No. 7, June, 1940. Price, 50 cents. Published by the Municipal Finance Officers Association of the United States and Canada, at Chicago, Ill.

The accounting procedures of governmental jurisdictions stress the control of cash transactions and balances but entirely neglect the control of inventories of materials and supplies. This manual, prepared by Mr. G. Don Larson, C.P.A., of the Field Accounting Service of the association, aims to apply the best practices to governmental administration and to outline comprehensive systems of inventory control through accounts and records. The finance officer who is directly responsible for the proper maintenance of the inventory records and accounts, is vitally interested in the procedures for accounting control of inventories. The pamphlet contains typical charts and forms for the use of the purchasing and finance officers.

School authorities will find the recommendations particularly helpful in the repair and building maintenance divisions.

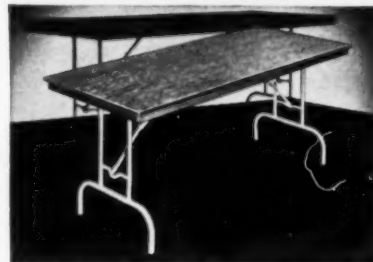
### Operation of School Lunch Projects

Circular Outlining the Techniques for Conducting the School Lunch Program.

Welfare Circular No. 1, WPA Technical Series, prepared under the direction of Florence Kerr, Assistant WPA Commissioner, in charge of Professional and Service Projects. Foreword by Howard Hunter, Acting Commis-

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sioner, Work Projects Administration. Paper cover, mimeographed, 94 pages. Federal Works Agency, Washington, D. C.

A complete digest of all essential information and instructions concerning the WPA school lunch project, presented in clear, comprehensive English, this circular is something that everyone interested in the health and education of malnourished children might read with interest and profit. Its contents are divided into 11 parts and 43 sections, so headed as to show the nature of each. School officials will be particularly concerned with Part IV, "Physical Set-up of a School Lunch Unit," in which standard requirements for the building, space, sanitation, and equipment are discussed. Of equal interest to school authorities are the first and last sections of Part VI, outlining how provisions may be made for food supplies, and how and by whom food should be bought.

The WPA school lunch program operates in 46 states, and the District of Columbia, and serves an average of 1,500,000 children every school day. There is now a trend toward keeping the project open the year around to serve needy children on playgrounds and in camps.

### A Decade of Progress in Accounting and Financial Reporting for Colleges and Universities

Paper, 9 pages. Published by the American Council on Education, Washington, D. C.

Up to two decades ago, financial reports were published by only a few colleges and universities. The college business officer's place in the academic development had not been fairly established.

In 1930 the National Committee on Standard Reports for Institutions of Higher Education was organized. This committee has sought to formulate principles to be followed in keeping accounts and preparing reports for these institutions, and its work has been accomplished through analyzing existing methods in institutional accounting and reporting, and by enlisting the cooperation of institutional officers. The service was established in 1936 and during the four-year period has been responsible for the improvement of accounting and financial reporting in the higher institutions.

While the work of the Service cannot be considered as finished, there is a demand from various quarters that it continue its work in a permanent manner. In the future it will be faced with the task of bringing order and adequacy into the accounts and financial reports. Numerous institutions still lack records and procedure necessary for good management and for worth-while statistical information.

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### NEW BOOKS

#### Suggestions for a Code of Rules and Regulations for Missouri Boards of Education

Prepared by W. W. Carpenter, A. G. Capps, and L. G. Townsend. Paper, 57 pages. Published by the University of Missouri, Columbia, Mo.

School administration in the United States has developed three distinct principles of school control and management. These three principles must be applied through close and harmonious relationships of boards of education and their executive officers.

The first principle is that the board of education must formulate policies for the general management of the schools. These policies are the plans of action and represent the decisions of the board on how the schools shall be administered. The superintendent of schools must work as the trusted educational adviser of the board in formulating these policies.

The second general principle requires that the executive powers and administrative duties shall be delegated definitely to the superintendent under the rules and regulations, and that the superintendent should be held accountable for the satisfactory discharge of this responsibility.

The third principle places in the hands of the board of education the duty of appraising all the work of the schools and of passing judgment upon it for the purpose of constantly preventing failures and of securing improvement in the educational service.

The present booklet outlines a comprehensive set of rules and regulations for boards of education in harmony with the foregoing three principles of administration. It suggests in detail the powers, duties, and responsibility of school boards, of the superintendent of schools, of the school-business executives, of the principals, and of the teachers.

With a sound philosophy of administration like that here enunciated, it should readily be possible for boards of education to develop not only satisfactory rules and regulations but most effective administrative policies and procedures.

#### Practical Pottery

By R. H. Jenkins. Cloth, xii-192 pages. Price, \$2.75. The Bruce Publishing Co., Milwaukee, Wis.

If pottery is one of the artistic crafts which has made big strides in popularity in the United States, it is because men like the author of the present book have taught and written about the basic processes in a way that takes the mystery out of the ancient art and makes it a delightful form of self-expression for young people and adults.

"Practical Pottery" fulfills the promise of its title in that it outlines simply and clearly all the basic steps in designing, band-building, turning, casting, throwing, biscuit firing, glaze making, and glost firing. Chapters on glaze composition and recipes, commercial methods, and planning and equipping small pottery shops are added.

#### History Reading Ability

By William R. Phipps. Paper, xi-73 pages. Price, \$1.25. Johns Hopkins Press, Baltimore, Md.

The full title, "An Experimental Study in Developing History Reading Ability with Sixth Grade Children Through Development of History Vocabulary" explains the purpose of this doctoral dissertation. The author holds that the basic measure of effective reading is the character and degree of interpreting the printed symbols. With the assumption as a basis, a study of two groups was made of the development in ability to read history. While both the carefully equated sixth grade groups made progress, the children who had had emphasis placed on vocabulary made greater significant progress in their ability to read understandingly than did the control group.

#### Public Administration Organizations

Cloth, xii-187 pages. Edited and published by the Public Administration Clearing House, Chicago, Ill.

Dr. Brownlow and his associates rendered a most important service in this comprehensive directory of voluntary, unofficial organizations who work in the general field of public administration and related activities.

The present fifth edition has been carefully brought up to date. In addition to the list of national organizations, there is a useful list of state and regional organizations for both the United States and Canada.

#### This Way to Better Speech

By Louise Abney and Dorothy Miniace. Cloth, 92 pages. World Book Company, Yonkers, N. Y.

This book for children in the primary grades is ungraded, and is designed to give every child speech information and inspiration. Under an experienced teacher, children are expected to gain a mastery of definite speech skills and a consciousness of the value of good speech. There is also a teacher's manual, containing a phonetic chart and comparative word lists for teaching sounds.

#### Spelling Vocabulary Study

By Emmett Albert Betts. Paper, 71 pages. Published by The American Book Company, New York.

This report summarizes a valuable investigation, made by the author, on the grade placement of words in seventeen series of spellers. Part I is a summary of the findings for grades two to eight, and Part II is a summary of words in suggested lists for the first and second grades. The list of 8645 words secured represents a good

coverage of the words taught in grades two to eight. The data will be found useful to provide a valid basis for the grade placement of words.

The lack of agreement among authors indicates a need for further research to validate criteria for establishing systematic sequences in this phase of the language arts program. Second, it is recognized that the data cannot be used as a final criterion for the evaluation of a given series of spellers. The data, it is asserted, cannot be used for establishing a rigid program of instruction. Part II of the report must be used largely in connection with the investigation of lists for the second grade. The bibliography is comprehensive.

#### Artytyping

By Julius Nelson. Paper, 91 pages. The Gregg Publishing Company, New York, N. Y.

The author, through instructions, exercises, and patterns, gives the procedures for reproducing on the typewriter portraits, landscapes, and drawings, and how to make simple, intermediate, and advanced designs, cutout designs, letters of all sizes, and artytyping for special occasions.

#### Introduction to Commercial Geography

By L. Dudley Stamp. Cloth, 247 pages. Price, \$1.20. Longmans, Green & Company, New York, N. Y.

It is recognized that modern civilization is dependent more and more on foodstuffs, raw materials, and other products from all parts of the globe. Modern invention has directed its energies toward the conquest of time and distance.

This little book offers an interesting outline of study to pupils in the higher grades. It has a wealth of information on the chief products of the earth, shows where and how they are produced, and how they are shared by the nations. There are sections on vegetable products, animal products, products of the mineral kingdom, and products of the hot lands.

#### Military Leaves of Absence for Teachers

Paper, 9 pages. Bulletin No. 10, November, 1940, of the Educational Research Service, of the National Education Association, 1201 Sixteenth St. N. W., Washington, D. C.

This report has been issued in response to inquiries concerning the policies of boards of education in granting leaves of absence to employees called for military service. It contains the policies adopted by boards in 54 cities. The data include information on policies of reinstatement after absence; salary status during absence; and application for reinstatement and salary policies for teachers other than those regularly employed.

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## School Building News

### FLUORESCENT LIGHTING FOR CLASSROOMS

Until recently the average electrical rate for lighting in the elementary schools in Altoona, Pa., was eight cents per kilowatt-hour. This high rate made the fluorescent lamp with its claims for saving current a very attractive proposition, especially in classrooms which are not favored with an oversupply of natural light.

Mr. A. R. Markland, electrical engineer of Altoona, discussing the subject in the December issue of the *Pennsylvania State School Directors' Bulletin*, says that during the summer vacation period in 1939, fluorescent fixtures were installed in four rooms of a building which was being repaired. In all, eight fixtures were installed, each fixture carrying two 40-watt lamps. The fixtures were of special design and made by the school mechanics.

The original installations were designed to produce a maximum illumination at a spread of 45 deg. from the vertical with no upward illumination. The effect was not entirely satisfactory and a new reflector and fixture was designed and constructed in the school vocational shops. During the 1940 summer-vacation period eight classrooms were equipped with these new type fixtures. The fixtures confine the light to a spread of 30 deg. from the vertical with a cutoff of 45 deg. at right angles to the axis of the lamp, the fixtures being turned with the axis at right angles to the normal direction of vision.

The installation comprised four or six fixtures per room, each containing two 30-watt white or daylight lamps, the daylight lamps being used in science rooms. An installation of six of the two 30-watt fixtures in a mechanical-drawing room produces an illumination of 8 to 10 foot-candles

on all of the drawing tables. In another room of the same size, six 150-watt Tungsten lamps in highgrade enclosed globes, produces 3.5 to 4.5 foot-candles.

The school authorities have found that where it is necessary to have light in a schoolroom three hours per day or more, a double 30-watt fluorescent fixture can be made and installed for \$12, which makes it an economy to install fluorescent fixtures and lamps.

### BUILDING NEWS

♦ The Chicago public schools gained facilities during 1940 to care for 7800 additional pupils, while the enrollment dropped 9000 during 1939, according to a report of Supt. William H. Johnson reviewing the year's activities. Since April, 1939, a total of 650 teachers have been dropped from the staff because of decreasing enrollment.

Despite the drop in enrollment, new facilities are needed, particularly to meet the demand for expanded vocational training, said Dr. Johnson. A \$6,000,000 building program provided the facilities completed during the past year. In addition, work has been started on new projects for which appropriations totaled \$6,536,000. No progress is reported on new projects for which \$5,325,000 have been appropriated, including the Wilson Junior College building, to cost \$1,750,000, and the \$1,000,000 high school building at 36th and Sangamon Sts.

♦ Melrose, N. Mex. The school board has taken steps to construct a new elementary school, to cost \$80,000.

♦ Seattle, Wash. The school board has received notice of the approval of a federal grant of \$199,882 to be applied toward the financing of a school-renovation program. One of the largest expenditures will be \$65,103 for improvements at the Garfield High School. The total amount to be expended will reach \$281,795.

♦ Deming, N. Mex. The school board has received notice of the approval of a WPA building project in the amount of \$199,701 for improve-

ments to the school plant. In addition to the federal grant, the board has a bond issue of \$125,000, which makes a total of \$324,701 available for the complete school unit.

♦ The Webster Parish school board at Minden, La., has recently completed three WPA school-building projects, involving an expenditure of \$223,270 for construction, furniture, and equipment.

The three structures, built jointly by the WPA and the Webster Parish citizens, comprise a gymnasium building and swimming pool, costing \$121,270; a gymnasium and grade school building, costing \$87,000; and a home-economics building, costing \$15,000.

### SCHOOL-BUILDING CONSTRUCTION IN 1940

The total contracts let for school-building construction during the year 1940 amounted to \$173,259,300.

The school bonds issued for the year amounted to \$55,348,636.

### SCHOOL-BUILDING CONSTRUCTION

During the month of December, Dodge reported in 37 Eastern states, contracts let for 229 educational buildings, to cost \$8,912,000.

In 11 states west of the Rocky Mountains contracts were let during the month of December, 1940, for the erection of 25 school buildings, at a contract price of \$1,409,500. Eighteen additional school buildings were reported in preliminary stages of activity, to cost an estimated \$1,552,000.

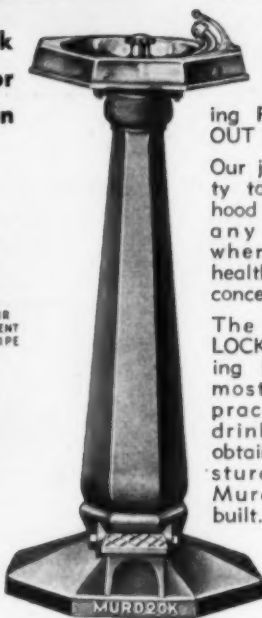
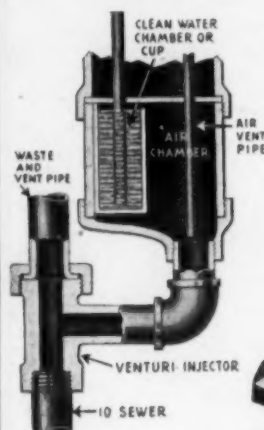
### SCHOOL-BOND ISSUES

During the month of December, 1940, school bonds were sold in the amount of \$3,751,555. The average rate of interest was 2.14 per cent.

Refunding bonds, short-term notes, and tax-anticipation warrants were sold, in the amount of \$3,283,132.

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and nicked brass hardware, enameled drum shaped pressure tank. Vogel No. 10-A, same specifications as No. 10 except for concealed pressure tank.

## JOSEPH A. VOGEL COMPANY

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### BUSINESS REORGANIZATION OF GARY SCHOOLS RECOMMENDED

The board of education, of Gary, Ind., acting on recommendations of the Purdue University survey committee, has approved a proposed reorganization of the business administration of the school system. Under the new system, accounting, purchasing, and building maintenance departments will be separated from the strictly educational functions and will be placed under the supervision of a business director. The business director will be responsible to the superintendent of schools as the chief executive officer of the school system. The recommendations were presented to the board by Professors R. B. Stewart and W. A. Bodden, of Purdue, who had made careful studies of the financial and building operations of the schools.

The survey experts found fault with the present system which permits supervisors to go around the superintendent to the board with special requests and insisted that centralized control of school affairs is necessary. Lack of financial planning, it was found, had resulted in the adoption of annual budgets inadequate to cover school needs to provide for proper development of the school system.

The survey committee has recommended the employment of a business director fitted by training, experience, and personality to advise on all business and financial aspects of public school operation. The plan would give the business director control of all buildings, purchases, and stores, accounting and budget.

### KANSAS STATE ASSOCIATION OF SCHOOL BOARDS WILL MEET IN HUTCHINSON

The annual meeting of the Kansas State Association of School Boards will be held in Hutchinson on January 30 and 31 and February 1, 1941.

The first session will open with a forum, led by Mr. F. S. Dyer. At the second session, Mr.

E. J. Conklin, of Hutchinson, will speak on "Vocational Guidance." In the afternoon the Kansas School Activities Association will hold an open forum.

At the dinner on Friday evening, Mr. P. J. Newman will give a report on the National Association of School Boards.

### UPPER PENINSULA ASSOCIATION OF SCHOOL-BOARD MEMBERS WILL MEET IN MARQUETTE, MICHIGAN

The twelfth annual meeting of the Upper Peninsula (Michigan) Association of School-Board Members and Superintendents will be held on February 1, in Marquette. President John Peterson will preside.

Following a welcoming address by Dr. Harvey L. Turner, Supt. L. K. Cheney, of Grand Marais, will lead in a panel discussion. Another discussion group will be in charge of Mr. W. M. Whitman, of Marquette. Dr. H. A. Tape will talk on "The Community and the School," and Dr. E. B. Elliott, State Superintendent of Public Instruction, will give a talk. Mr. M. E. Dunn, Vulcan, will talk on "State Aid for Schools," and Mr. K. W. Schulze, of Alpha, will lead in a discussion on business problems. Dr. A. J. Phillips, secretary of the Michigan Education Association, will speak at the closing session.

### FARGO PAYS TEACHERS IN MILITARY SERVICE

The board of education of Fargo, N. Dak., has adopted regulations governing leaves of absence for male school employees who enter the military or naval service. Under the plan, a leave of one year will be granted to any male employee who may be drafted or who may enlist for military or naval duty; any employee who as a member of the National Guard, may be called into active service; any employee who as a reserve officer may be called into active service.

It is required that ten days' notice of intent to return to teaching duties must be given by

any teacher granted a leave. A reinstatement requested within thirty days of the beginning of a school year will become effective the following September.

During the period of time covered by the leave of absence, the board agrees to pay, month by month to the teacher, the amount by which his scheduled salary exceeds the wages paid to the person engaged as a substitute. The difference thus payable may in no case exceed \$50, and the number of payments in no case may exceed ten in any 12-month period.

### ALLIANCE INSURANCE PROGRAM

The board of education at Alliance, Nebr., carries four main types of insurance. All of the school buildings are insured against fire and storm, on the basis of a blanket policy carrying a 90 per cent coinsurance clause. The policies are divided between the local agencies on the basis of their total policies written.

The boilers in the school buildings are insured against explosion and other damage and are regularly inspected by the insurance company. All teachers and other employees of the school system are insured against injury and accident, under a blanket employers' liability policy. The instruments of the school band are insured against loss due to accident, theft, or fire.

The policies are staggered and come due annually upon the same day so that there is no danger that any phase of the program will be overlooked.

### STANDARDS FOR BLACKBOARD SLATE IN SCHOOLS

The Division of Simplified Practice of the National Bureau of Standards has announced that standards No. R15-35 for blackboard slate are now available in printed form. The standards fix the heights for wall blackboards, and the sizes and thicknesses for portable blackboards. Copies of the standards may be had from the Government Printing Office, Washington, D. C., upon payment of the price of 5 cents per copy.

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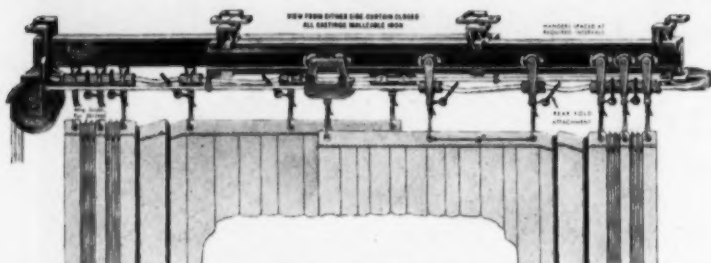
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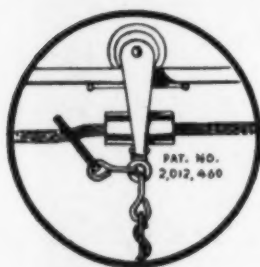
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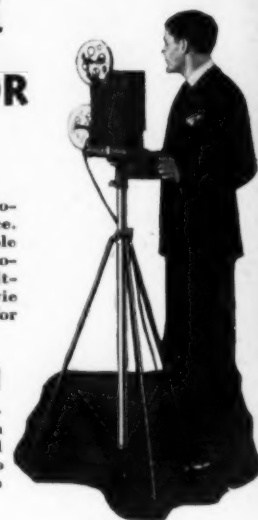
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### FOR BETTERMENT OF ST. LOUIS SCHOOLS

#### Superintendent Anderson Announces His Program

A ten-point program for the betterment of the St. Louis school system was announced by Supt. Homer W. Anderson before a meeting of school executives and supervisors held January 6, 1941.

In brief, Dr. Anderson emphasized the following:

1. **Objectives**—Secure general agreement concerning the major objectives of education in St. Louis and the particular function of each division of the school system in the attainment of common ends.
2. **Organization**—Develop school organizations which will best achieve the objectives and an administrative organization which will fix responsibility, co-ordinate departments, stimulate creative enterprise, and facilitate exchange of opinion.
3. **Personnel**—Adopt improved procedures governing personnel selection, remuneration, in service training, promotion, and retirement.
4. **Pupil adjustment**—Develop a well-rounded program of pupil guidance and adjustment, including improved attendance, health, counseling, and placement services.
5. **Instructional program**—Make a co-ordinated effort to improve teaching and learning activities through improved curriculums, teaching methods, and materials of instruction at all levels—elementary, secondary, collegiate, and adult.
6. **Articulation**—Secure more complete integration of the divisions of the school system so that each fulfills its function in a balanced program.
7. **School plant**—Work out a long-time plan based on the needs for providing adequate and suitable housing facilities and equipment adapted for carrying out the educational program.
8. **Finance**—Develop improved budgeting and accounting procedures. Study all services in relation to their costs, to the end that maximum results may be obtained most economically, and study all revenues to the end that the school program in St. Louis may be properly financed.
9. **Research**—Develop a research program through which all facts pertinent to efficient administration and effective instruction will be gathered and analyzed.
10. **Community relations**—Make provisions for continuous study of means through which the schools may be made an integral part of the general community effort

toward better living and through which the public may be kept informed of the work of the schools.

Dr. Anderson has urged all school employees to contribute their ideas for educational improvement and the advancement of the schools. "A school system as large as the St. Louis public schools is not a one-man system or a six-man, or even an eleven-man system."

### SCHOOL ADMINISTRATION

♦ **Evansville, Ind.** Evening high school classes have been established for persons without a high school diploma who desire an opportunity to complete work toward graduation. The classes are being held in the Central High School and licensed instructors are in charge.

♦ **South Haven, Mich.** Night school classes, sponsored by the board of education and the local Commerce body, have been opened. The courses comprise metal shopwork, foundry practice, woodworking, sewing, knitting, typing, business English, public speaking, salesmanship, and governmental and economic problems.

♦ **Beattyville, Ky.** Pre-employment courses in automotive mechanics and woodworking are being offered in the city schools, under the sponsorship of the county and state boards of education. The training is intended to be of benefit to out-of-school youths.

♦ **The faculty of the George Washington Junior High and Elementary School, at Eleanor, W. Va.,** is cooperating with the various near-by teacher-training colleges in a plan which seeks to improve the school and to permit its use for observation and directed teaching for beginning teachers. The school was erected by the Federal Government to serve the people of the resettlement administration projects and has an enrollment of 300 students.

The plan was worked out following a conference with the representatives of the education departments in the teacher-training colleges, the county administrative officials, and Dr. James

M. Westby, regional educational adviser at Raleigh, N. C.

♦ **Oakland, Ill.** The school board has approved a plan for the operation of a trade school in connection with the high school. The work has been started with a metal-trades course, which it is expected will materialize into a general-mechanics course.

♦ **Sherman, Tex.** The school board has authorized Supt. R. L. Speer to make a study of a proposed farm-workshop course for the benefit of boys between the ages of 17 and 24 who are out of school. The Federal Government will provide a maximum of \$1,200 for a teacher and a similar sum for materials and equipment.

♦ **Spring Valley, Ill.** The school board has voted to place a textbook rental system in operation next year.

♦ **New York, N. Y.** With the reopening of the school term, a reorganization of the high school classes has been effected with English and accounting providing about one half of the 100 classes to be discontinued because of declining registers. The figures announced by the high school division show that 26 English and 24 accounting classes have been dropped, along with others in other subjects. History has lost 16 positions.

New classes will be created in applied chemistry, commercial art, general shop, health education, hygiene and home nursing, Latin, music, orchestral music, physics, physiography, Spanish, and speech.

♦ **Pasco, Wash.** The high school is conducting a noncollege ground-training school for pilots, under the CAA National Defense Program. This is one of three schools which have been established in the state.

♦ **Portsmouth, Va.** The 1941 budget of the school board contains an item of \$36,500 to permit the full restoration of teachers' salaries and the raising of other employees' salaries to the predepression level. Salary cuts of 10 and 6 per cent were put into effect in 1932, but the 6 per cent cut was dropped in 1938.



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## Schools Meet the Armament Problem

Harry Spurrier

In Charlestown, Ind., where the government is building a \$74,000,000 munitions plant as part of the nation's defense program, the attendance in the village schools has increased as high as 33 per cent.

This is some indication of the complex problems facing school boards in various parts of the nation, as the building of huge defense facilities brings with it the abnormal shifting of population and the addition and loss to school systems of large groups of its pupil population.

There has been little or no federal or state legislation to take care of this real problem, which was apparently overlooked as the defense program was launched.

Charlestown's problems are no different than those of other cities and schools throughout the nation which are affected, but the Charlestown munitions plant is one of the largest projects and is further advanced. In Charlestown there are 14,000 workers busily engaged, and while many are from that area and do not have to change their residences to work, other thousands are moving in from distant places to create the complex school situation.

W. E. Wilson, Clark County, Ind., superintendent of schools, said that enrollment in the five schools in Charlestown has increased from 600 to 800 pupils. Charlestown has had to employ four new teachers. In one week end alone there was a 54 jump in enrollment at one school. Still other schools in the area have had to add new teachers.

Unlike most states, Indiana meets the expenses of new teachers, repaying the county for their salaries, but Superintendent Wilson said that the

county will have to meet the costs of new housing and equipment. In some rooms pupils sit two to a seat, but the real fear is that a new building will be necessary, and Superintendent Wilson asks the question: "Who is going to pay for that?"

### The Joliet Problem

Another school board facing a similar problem, but with no prospect whatsoever for state aid, is Joliet, Ill. The alert Joliet board of school inspectors, led by Dr. Gayle N. Hufford, progressive superintendent of schools, has already outlined the situation to state and federal legislative representatives and asked for their aid in drafting new laws.

Unlike most school districts, Joliet has room enough for all the additional pupils that would likely move to the city, principally because the district is in bad financial shape and has closed teaching positions, rooms, and schools in the face of steadily decreasing enrollment and tax revenue. The 19 Joliet grade schools could accommodate 3175 additional pupils, Dr. Hufford has reported to his board. Furthermore, the city's township high school has room for 800 more; the Joliet Junior College (two years) 300 more; 11 parochial and one Lutheran grade school, 868 more; Joliet Catholic High School (boys), 200; St. Francis academy (girls), 150; and College of St. Francis (girls), 200. In fact, the only school building in the city that cannot accommodate additional pupils is the Providence High School (Catholic) for girls.

But while the Joliet schools have the equipment and room for the students, teachers would have to be hired and other costs of education

would rise. The school board could not possibly assume this burden without help.

The munitions plant near Joliet is employing men at the rate of several hundred a day and within a short time, possibly by April, employment will hit 20,000. The present figure is close to 4000. Joliet has an acute housing shortage, but it is still possible that by doubling up, many families will locate within the school district.

"We are required by law to educate students in our district," Dr. Hufford explains, "but our board has found nothing in the laws that could possibly compel us to educate students outside the district unless our per capita cost of \$85 was paid." The law requires that districts pay this amount for each pupil sent to another district, but the huge government reservation devoted to the munitions plant has abolished practically all the small school districts in the Joliet area.

"We are willing to take these additional pupils," Dr. Hufford declared, "but believe that the government should furnish transportation to our schools and pay the per capita cost of \$85 a year for each pupil. That is the principal legislation our board is after to solve our problems."

The problem of additional pupils within the district will automatically adjust itself within two years when additional tax revenue is received, but until the time when the revenue increases, the Joliet board would like some provision made by the government to pay the added cost.

### NEBRASKA SCHOOL BOARDS DISCUSS REMEDIES FOR STATE'S TAX STRUCTURE

Education in Nebraska in the national defense picture and what school boards should do about it, and a look into the school tax structures and possible remedies held the attention of 150 school-board members at their annual meeting in Columbus, on January 15 and 16.

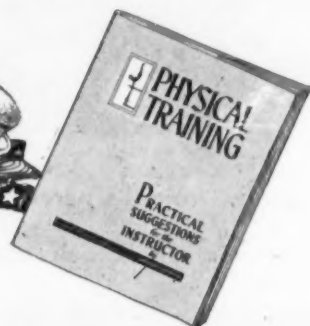
Mayor Harry Lohr, in his address of welcome,

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said that it is necessary to show the need for fuller, more universal education and that it is up to the school boards to take that responsibility. The crying need in the world today, he said, is for more men and women who can be so led and governed that the individual may know continual development, and may not be driven or enslaved to serve that which corrupts the state.

Discussing the place of the school-board member in education, Dr. W. F. Hemphill, of Blair, said that being a board member should be treated as a business or trusteeship of several thousand dollars each year, to be spent to the best advantage of the community. He stressed salaries of teachers and said that the state is losing too many teachers because of low salaries paid.

Speaking on national defense from the viewpoint of the educator, Dr. Archer Burnham, of the Nebraska Teachers' Association, declared that the spirit of a people is fundamental as a corollary to the end that fifth columnists can function only where the spirit is weak or wrong. The best defense, he said, is an abiding respect for the nation in which we live.

The afternoon session opened with a talk by Dr. Charles Dienst, Deputy State Superintendent, who said that whereas the current biennium appropriation from the state for public school work is \$15,000,000 compliance with the law actually requires \$25,382,000. He explained that appropriations from the Mallory act, which guarantees financial support to rural high schools and consolidated schools is now only one half of the requirements of law. Mr. Dienst urged greater watchfulness of the public in the administration of federal land grants, to the end that these endowments may return the proper amounts to the schools. He also asked for support of a retirement bill for teachers to be introduced in the state legislature.

Dr. E. B. Schmidt, of the University of Nebraska, talked on "Educational Inequalities and the Tax System," and Supt. M. C. Lefler, of

Lincoln, led a forum on pending court cases of significance to education.

At the joint banquet of the school-board members and the Schoolmasters' Club, held in the evening at the city auditorium, President W. E. Scott acted as toastmaster. Dr. Fred von Borgersrode, of Minneapolis, was the principal speaker on the topic, "An Outside View of the Educational Program of the Nebraska Planning Board."

The school-board members took a militant stand on several issues of importance in state school circles by the adoption of resolutions prepared by its resolutions committee. The committee urged the enactment of a state-wide teacher retirement system, favored the enactment of a severance tax on oil, approved the principle of the allocation of funds by the Federal Government for education in the state.

Of equal importance were two resolutions proposed from the floor and adopted with several changes. One was in reference to several court cases now pending in Nebraska, designed to divert incomes of certain types of licenses from local school-board treasuries. Another resolution, setting up a six-man committee, calls for a close watch on the operations of the state board of educational lands and funds.

The association contended that the state board's administration of the \$20,000,000 legacy of school lands and funds is not what it should be, and urged greater executive ability in the handling of these funds. It asked for a larger appropriation for the state board in order that better administration may be accomplished.

Two cities, Scottsbluff and Omaha, extended invitations for the 1942 convention. The convention site will be picked later by the three officers, who also comprise the executive board.

The officers elected for the next year are: President, E. J. Overing, Red Cloud; vice-president, John G. Hanson, Fremont; secretary-treasurer, W. F. Hemphill, Blair.

### NEWS OF OFFICIALS

● MR. JOHN J. KINSEL has been re-elected president of the school board at Georgetown, Pa.

● MR. THOMAS M. BEANEY has been elected president of the school board at Wyoming, Pa.

● DR. PAUL E. SCHAMING has been re-elected president of the school board at Duquesne, Pa.

● MR. JOSEPH C. WHITE has been re-elected president of the school board at Boston, Mass.

● The school board at Maysville, Ky., has reorganized with the election of GEORGE L. BALLCO as president, and CLINT C. CALVERT as vice-president.

● The school board at Winchester, Ky., has elected CLAUDE T. ELKIN as president; J. H. BUSH as vice-president; and BOSWELL B. HODGKIN as secretary.

● MR. WILLIAM E. MELVIN, former superintendent of schools at St. Bernard, Ohio, has lost his fight to regain his position, at his old salary, following a decision of the State Supreme Court. Mr. Melvin had served two terms and had received a third appointment. With the reorganization of the board, the new members declared the position vacant and employed the present officeholder, Mr. Charles Howell. Mr. Melvin had contended that the appointment by the original board was binding, but the city attorney held that it was not binding because of the omission of the amount of compensation. The courts sustained this point of view.

● SUPT. E. T. MILLER, of Hannibal, Mo., has recently been elected chairman of the board of control in charge of administration of the Ida D. Mahan Literary Award for Hannibal school children.

● SUPT. W. D. WOLFE, of Atchison, Kans., has been named as an active consultant on the national youth training program in Kansas, working with the high school program as his special field. Mr. Wolfe will spend 10 days of each month visiting the school systems of the state.

● MR. DENNIS C. HALEY has been appointed Acting Assistant Superintendent of Schools at Boston, Mass., for a term beginning January, 1941. The appointment is to be effective until there is a vacancy on the board of superintendents.

● DR. ANTHONY E. KARNES, formerly Commissioner of Education for the territory of Alaska, has resigned to become State Director of Selective Service in Alaska. Dr. Karnes is succeeded in the office of Commissioner, by DR. JAMES C. RYAN, who was for a number of years head of the Department of Education in the University of Alaska.

**Quality**  
**Safety**  
**Reliability**



The Crayon, Water Color and Craft Institute, Inc., guarantees that all products bearing the above label have been certified by:

**Dr. Frederick B. Flinn, Associate Professor of Industrial Hygiene of Columbia University**

to contain no lead, arsenic, or other toxic materials in sufficient quantities to be injurious to the human body.

It further certifies that products bearing the label meet the specifications set up by the Institute as minimum standards of quality for color materials sold for school use.

**THE CRAYON, WATER COLOR AND CRAFT INSTITUTE, INC.**

511 FIFTH AVENUE

NEW YORK CITY

**When The Best Is Required**  
*Specify*  
**SQUIRES' INKWELLS**



Bakelite Boston  
Inkwell No. 60



Bakelite Boston  
Inkwell No. 59

Used by all Leading American School Furniture Manufacturers.

Handled by all Leading School Supply Dealers.

The name SQUIRES eliminates the chance of cheap substitutions on your orders.

**SQUIRES INKWELL COMPANY**  
First and Ross St. Pittsburgh, Pa.

*To this insignia*  
**QUALITY**  
**OLD FAITHFUL**  
*now adds*  
*this assurance of*  
**PURITY!**

The American Crayon Company has never produced a product which it felt might be harmful to the user. Furthermore, this company has yet to find, in all its 105 years of experience, a single authenticated instance of any of its products harming any person.

However, to remove even the slightest threat to the health and well-being of the children who use its products, this company has placed its educational color materials under the most careful scrutiny.

As a result The American Crayon Company announces that the Old Faithful products, listed here, are **Certified Non-Poisonous**.

Thus the **Certified Product Insignia**—an emblem of **Purity**—is now a companion insignia to the OLD FAITHFUL trade-mark, for many years an emblem of **Quality** in the American educational field.

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FORSYTE Chalks  
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## MEDART HIT PARADE

1

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### New Basketball Backboard and Goal

Strictly in accord with official specifications as recently established by the National Basketball Committee . . . The new, streamlined Medart Backboard is 'pressed-out' of a single sheet of steel . . . Quantity production makes extremely attractive prices possible . . . Before changing your equipment get complete details of the Medart Steel Backboard and Goal—'No better equipment at any price!'

**Fred MEDART Mfg. Co.**  
3530 DeKalb Street St. Louis, Mo.

## Again Peterson Leads



### A new and better Cabinet Base Sink Unit

In creating this unit Peterson designers anticipated the every need of a school's modern domestic science department. Each unit provides working facilities for two students. Designed to serve as a wall unit or by placing two units back to back. Constructed of hardwood, finished in ivory enamel. Sink bowl may be of stainless steel or enamelled iron as desired.

#### Peterson Furniture For Domestic Science

Enjoys an enviable reputation for outstanding excellence because of its superior design, quality of materials and unsurpassed workmanship.

Send for complete catalog.

**LEONARD PETERSON & CO., INC.**  
1222-34 Fullerton Ave., Chicago, U. S. A.

## Personal News of School Officials

- Mr. Ed. L. BELL has been elected president of the school board at DeSoto, Mo.
- The school board at Mifflinburg, Pa., has reorganized with the re-election of JOHN W. THROSSER as president, and CLARK A. SHIVELY as vice-president.
- The school board at Waterford, Pa., has reorganized with ROBERT OWEN as president; MRS. KENNETH RICE as vice-president; and E. L. HEARD as secretary.
- Dr. H. T. WEST, president of the board of education at Park Falls, Wis., does other things beside dental work and presiding at board meetings. As a reserve officer in the U. S. Army, Dr. West takes an interest in the National Defense Program, and has been responsible for the enlistment of over 100 young men in the army.
- Mr. H. WALLACE CALDWELL, a former member and president of the Chicago board of education, died suddenly in the Oak Park Hospital, Oak Park, Ill., on December 27. Mr. Caldwell, who was 45 years old, was president of the H. Wallace Caldwell Realty Company.
- Mr. WILLIAM L. BAXTER, Commissioner of School Buildings for the Boston school system, has been re-elected for a three-year period, ending Dec. 1, 1943.
- Mr. SANFORD O. ANDERSON, president of the school board at Cambridge, Wis., died suddenly on December 28.
- Mr. J. T. GREEN, clerk of the board of education of the Union High School District at Sedro-Woolley, Wash., serves as chairman of the legislative committee of the Washington State School Directors' Association. He has been a member of the board for 24 years, and is a former president of the state association.
- Mr. JAMES F. BROWN, business director of schools at Cleveland, Ohio, has been re-elected for a third two-year term, with an increase in salary.
- The board of education of Fort Recovery Village, Fort Recovery, Ohio, has reorganized with NORMAN F. HULL as president; THURMAN GRAF as vice-president; WILLIAM KOLP as clerk-treasurer and purchasing agent; and GEORGE W. LIES and E. A. WATKINS as members.
- Mr. PAUL A. WILSON has been re-elected president of the school board at Newport, Pa.
- The school board at Roseland, N. J., has reorganized with the election of FREDERICK H. RUDOLPH as president, and MRS. IRVING A. E. WENDLING as vice-president.

- Mr. JOHN T. NEISWENDER has been elected president of the board at Tremont, Pa.
- Mr. C. E. FORGEY has been elected president of the school board in School Dist. No. 11, Colorado Springs, Colo.
- The school board at Florence, Ala., has reorganized with the election of HAROLD S. MAY as president, and JOHN HENRY HADDOCK as vice-president, Mr. REYNOLDS THORNTON was inducted as a new member.
- The school board of Calhoun County, Ala., has reorganized with the election of MARVIN H. WATSON as president, ROY WEBB as vice-president, and C. J. ALLEN as secretary.
- The school board at Atlanta, Ga., has elected Ed S. COOK as president, and D. F. McCLATCHEY as vice-president.
- Mr. WILLIAM F. BROWN, Jr., has been elected secretary of the board of education at Orange, N. J. He succeeds the late W. G. McCurdy, who held the position for 25 years.
- Mr. HENRY J. LOWSTUTER has been re-elected president of the school board at Charleroi, Pa.
- Mr. JOHN E. KECH has been elected president of the school board at Trumbauersville, Pa. PHILIP C. FERMIER was elected vice-president, and WARREN R. BLANK was named secretary.
- MRS. HELIA LEHTINEN has been elected secretary to Supt. W. E. Wenner at Ashtabula, Ohio.
- Mr. JOHN H. BATTEN has been elected vice-president of the board of education at Racine, Wis.
- Mr. HAROLD KINGEN has been elected president of the school board of LeBoeuf township, in Pollocks Bridge, Pa.
- Mr. R. C. LLOYD has been re-elected president of the board of education at Bradford, Pa. Mr. J. P. JONES was named vice-president.
- Mr. FRANK O. HOLT, dean of the University Extension Division, has been appointed a member of the board of education at Madison, Wis. He succeeds John Guy Fowlkes, who has resigned.
- Dr. J. P. HOLLERS, president of the board of education of San Antonio, Tex., has been elected president of the National Reserve Officers' Association. Dr. Hollers is serving his second term as president of the board.
- The school board at Jasonville, Ind., has reorganized with the election of WALTER GARLIT as president, and JOE BURCHAM as secretary.
- Mr. EDWARD J. BUSHNELL has been elected president of the school board at Malden, Mass.
- Mr. WILLIAM J. KOEN has been elected president of the school board at Somerville, Mass.

### PERSONAL NEWS

- Mr. ANGUS R. ROTHWELL, formerly principal of the Central High School at Superior, Wis., has been elected superintendent of schools. He succeeds W. R. Davies, who has resigned.
- SUPT. G. A. SMITH, of Hartford, Ill., was presented with a watch by the teachers and school employees of School Dist. 104 on the occasion of his silver anniversary.
- Mr. PHILIP WESNER, formerly principal of the Willard School at Winchester, Ind., has been elected superintendent of schools. He succeeds E. H. Bell, who has taken the position of Assistant State Superintendent of Public Instruction.
- SUPT. H. B. ALLMAN, of Muncie, Ind., has been elected president of the Indiana Schoolmen's Club. Supt. J. Ralph Irons, of Evansville, was named vice-president.
- Dr. CLEMENT T. MAHAN, of Terre Haute, Ind., has been elected State Superintendent of Public Instruction.
- SUPT. H. C. CRATER, of Lawrenceburg, Ind., has obtained a year's leave of absence because of entrance into the military service. Mr. HAROLD C. BENEDICT has been named acting superintendent to serve during Mr. Crater's absence.



John W. Dodd

Dr. Dodd has served the schools in the State of New York for the past 28 years as elementary school principal, high school principal, and for the past 15 years has been superintendent of schools in Freeport.

# The 3 R's of BOSTON'S SELF-FEEDER No. 4

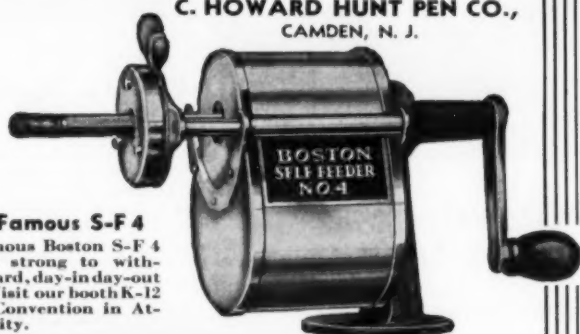
Right for all popular pencil sizes!

Ready when it's needed—easily adjusted!

Reduces costs because it saves time and pencils!

The famous Boston Self-Feeder No. 4 is the pencil sharpener for classrooms. It stops cutting when the proper point is made; it sharpens all popular-sized pencils to firm, uniform points. Like all Boston sharpeners it has the exclusive speed cutters—15 cutting edges—which actually cut—never scrape. Boston S-F 4 will give you long life and satisfactory service always! Specify 15 cutting edges on your requisition sheet.

C. HOWARD HUNT PEN CO.,  
CAMDEN, N. J.



## The Famous S-F 4

The famous Boston S-F 4 is built strong to withstand hard, day-in-day-out usage. Visit our booth K-12 at the Convention in Atlantic City.

# BOSTON

## PENCIL SHARPENERS

# MEDART HIT PARADE



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## New FOBAFIMI SISAL GYM MATS

The greatest improvement in Mat construction in 50 years . . . Medart Gym Mats with Fobafimi Sisal Filler Pad are clean, sanitary, and easy to keep that way . . . Heavy duty construction throughout . . . Next time, insist on Medart Fobafimi Sisal Mats for a new experience in resiliency . . . Write for complete details concerning this radically new and improved mat.

**Fred MEDART Mfg. Co.**  
3530 DeKalb Street St. Louis, Mo.

## CLARIN IDEAL CHAIRS

You are cordially invited

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Space 38 — 40

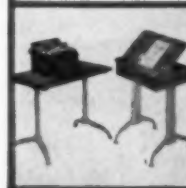
Atlantic City Auditorium

February 22 — 27

**CLARIN MFG. COMPANY**  
CHICAGO

*Arlington*  
MADE

## Better Quality FAIR PRICES



No. 100

Compare the ARLINGTON LINE with seating at higher prices. Feel the finish—note the absence of rough edges or points so destructive to clothing—and too, the approved designs so necessary to class decorum. Write for catalog and prices.

**ARLINGTON SEATING CO.**  
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*Arlington Line*  
ARLINGTON HEIGHTS, ILL.

# MEDART HIT PARADE

3



Originator of Goal-Hi  
Dr. Forrest G. "Phog" Allen  
Basketball Coach  
University of Kansas

**GOAL-HI** AMERICA'S NEW Indoor & Out-of-Door PLAY GAME

America's new play-game... For girls — for boys... Played indoors or out-of-doors... For small teams or entire (large) gym classes or play groups... Only one inexpensive Official Goal-Hi Standard (and a ball) is required... Complete Rules Book free with each standard... "For health and fun and exercise, play Goal-Hi all year 'round." Complete information upon request.

**Fred MEDART Mfg. Co.**  
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**MODEL "U A"**

## Now! Every School Can Use Sound-on-Film Aids

At their low price levels, every school can now afford to use talking motion pictures as a teaching aid. With these remarkable Ampro-sound models, you can project sound pictures inexpensively—anywhere and at a moment's notice! You simply set up the machine, plug it in and turn it on. It is as simple as that! Threading has been simplified so that it is as easy as on the ordinary silent projector. They also offer extreme quietness of operation, convenient portability and many other unusual features.

### Easy To Operate

On Model UA, here illustrated, reel arms are permanently attached so that they swivel into position for instant use. Operating controls are centralized on one illuminated panel. Model UA offers complete mixing of sound from film, microphone and phonograph... sound and silent speeds... reverse picture operation... still pictures... 750 watt illumination... fast automatic rewind... and numerous other features.

### Send For Catalog

Giving full details, descriptions, prices, on the complete line of Ampro 16mm. silent, convertible to sound and sound-on-film projectors.

## A M P R O

**PRECISION CINE EQUIPMENT**  
Ampro Corporation, (Dept. A.S.B. 241)  
2839 N. Western Ave.

### BOMBERS AND BATTLESHIPS VIE WITH THREE R'S FOR ATTENTION OF SEATTLE SCHOOL BOARD

(Concluded from page 22)

of age, or after 30 years of service. The state pays one half. The amount runs

higher than \$40 if the length of service is longer than 30 years.

Fads and frills? The Seattle board is not interested. Good, old-fashioned reading, 'riting, and 'rithmetic—they are stressed and stressed hard.

The board lost the services of two valu-

able men through retirement during 1940. They were Frank E. Willard, assistant superintendent in Seattle for 33 years, and Reuben W. Jones, secretary of the board for 38 years. Mr. Jones was dean of school-board secretaries until his retirement last June. The business manager of the district, Clyde G. Campbell, upon recommendation of Supt. Worth McClure, was elected to succeed Mr. Jones. Mr. McClure, who is in his eleventh year as superintendent, has been nominated as a candidate for the presidency of the American Association of School Administrators.

The president of the Seattle board of education is Frank S. Bayley, prominent lawyer; vice-president is John B. Shorett, a lawyer who is now campaigning for mayor of Seattle at the spring election. Robert S. Macfarlane, former judge, Dietrich Schmitz, banker, and James A. Duncan, labor leader, complete the five-man board, a group which has been intact through the reconstruction period starting in 1934.

### MONTEBELLO SCHOOL BUSINESS PROCEDURE

(Continued from page 24)

requested, such items may be canceled and ordered from another firm so that delivery will not be deferred.

**Local Dealers.** In case of identical bids, preference is carefully given to local dealers, provided they are in a position to give delivery and service comparable to that offered by other bidders. Local dealers are not to be paid more for any type of supplies or equipment than out-of-town dealers. This policy has proved very helpful in removing complaint about excessive

## MAKING AMERICAN CITIZENS

IN THE

### Seattle Public Schools

AN EDUCATIONAL PROGRAM PLANNED TO . . .

1. Teach every individual the meaning of the American tradition and instill a sense of personal obligation to accept an active part in the duties and responsibilities of American citizenship.

2. Provide opportunity and encouragement for each to develop to his fullest capacity the intellectual, moral, physical, and economic qualifications necessary for happy, useful living in a free country.

In Elementary Schools . .	In High Schools . .	In Adult Education . .
<p><i>Boys and Girls lay the foundation of good citizenship.</i></p> <ul style="list-style-type: none"> <li>They learn the story of America.</li> <li>They honor the flag.</li> <li>They sing patriotic songs.</li> <li>They observe national anniversaries.</li> <li>They cooperate democratically.</li> <li>They serve school and community.</li> <li>They study the three R's.</li> <li>They learn respect for authority.</li> </ul>	<p><i>Students gain an understanding of the privileges of citizenship and in capacity to meet its many responsibilities.</i></p> <ul style="list-style-type: none"> <li>They learn the principles of democracy.</li> <li>They study local and national government.</li> <li>They conduct civic projects.</li> <li>They practice self-government.</li> <li>They study our natural resources.</li> <li>They investigate world problems.</li> <li>They discover cultural interests.</li> <li>They develop vocational interests and skills.</li> </ul>	<p><i>Men and women find opportunities for personal improvement and greater usefulness as citizens of a democracy.</i></p> <ul style="list-style-type: none"> <li>They prepare for naturalization.</li> <li>They continue their general education.</li> <li>They study home management.</li> <li>They discuss current problems.</li> <li>They study child development.</li> <li>They learn new business methods.</li> <li>They attend recreational classes.</li> <li>They develop technical skills.</li> </ul>

An effective poster in two colors illustrating and outlining the citizenship program of the Seattle Public Schools has been widely displayed in stores and public places throughout the community.

## Waste No Man Hours

with inefficient tools. Good tools make for perfect work — save time and reduce cost!

**FOR 1941**

**Jacobsen Presents A New Line Of**

- ★ HAND LAWN MOWERS
- ★ POWER LAWN MOWERS
- ★ POWER LAWN ROLLERS
- ★ MOTOR SCYTHES
- ★ TRACTOR GANG MOWERS
- ★ FAIRWAY MOWERS
- ★ POWER GREENS MOWERS

A new Jacobsen catalog describing an improved line of grass cutting tools is yours for the asking. Invaluable reference in selecting new tools for this season.

*Write for new 1941 literature*

**Jacobsen Manufacturing Co.**

700 Washington Ave.

Racine, Wisconsin

## MEDART HIT PARADE

**4**



Write  
for  
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### BIKE RACKS FOR INDOOR AND OUT-OF-DOOR USE

Haphazard, dangerous and disorderly parking of bicycles has no place on or in school property. Medart Bike Racks solve that disturbing problem for all times. Hot galvanized throughout to resist rust, this modern and inexpensive school equipment may be used indoors or out-of-doors at will. Fully described in the Medart Bike Rack catalog. Write for it.

**Fred MEDART Mfg. Co.**  
3530 DeKalb Street St. Louis, Mo.

prices to local dealers, as well as requests for special favors.

All purchases are made from regularly executed purchase orders bearing the signature of the business manager. The responsibility for the purchase, therefore, becomes a matter of record. All goods are delivered to the storeroom and are receipted for by the storekeeper who is responsible for the accuracy of receipts and deliveries.

Purchase orders are made up in five copies as follows: the original goes to the vendor, the encumbrance copy goes to the accountant, the delivery copy goes to the stock clerk, and two copies are placed in the secretary's file, where they are filed in permanent alphabetical and numerical order. The original and all copies are prenumbered. Upon receipt of merchandise, the stock clerk indicates the same and returns his copy to the business office. A warrant is then issued for the amount of the purchase. The receiving copy and the encumbrance copy are then attached to a copy of the invoice and a duplicate warrant, and are filed in the business office. This procedure makes a complete record of the transaction, with signatures indicating that each step has been properly executed.

#### Bookkeeping Procedures

The accounting system used by the business management makes it possible to analyze expenditures according to the various functions of administration, teachers' salaries, other expenses of instruction, operation of plant, maintenance of plant, auxiliary agencies, and fixed charges. In addition to keeping expenditures by function, the accounts are kept in such a way as to provide information as to cost for each school or department. Perpetual inventory stock cards show the actual stock on hand at any time. A monthly budget report is made to the board of education showing the appropriation, expenditures, encumbrances, and unencumbered balance of each of the principal subdivisions of the functions mentioned above. This gives the board information

so it may decide the proper financial policy to follow throughout the year.

#### Standardization of Supplies

Supplies are somewhat standardized. Stock lists are provided each principal and supervisor. This plan simplifies the keeping of records and facilitates the requisitioning by principals, and reduces the cost of supplies through quantity buying.

An effort is being made to standardize all equipment and furniture, as well as classroom materials. At present a change is not made in the materials being used except in case of emergency, or until all the supplies on hand are exhausted.

#### Maintenance and Operation Supervision

Service requests for repairs or improvements may be made to the business manager by the principal of each school on his own initiative, or on the recommendation of a janitor, or by the maintenance department. The requests are sent to the business manager for approval, and cost estimation. When approved, work orders are issued to the maintenance department and the repairs are made. The accounts of the school or department are encumbered with the estimated cost of repairs. Necessary adjustments are made when the job has been completed. Emergency cases may be reported by telephone and taken up immediately, but a written form must follow a telephone request, in order that the proper accounting procedure can be followed. The maintenance department employees turn in time cards daily, from which charges are made to the proper accounts.

The janitors are responsible to the business office for their assignments, but the principal of the school is expected to report to the business manager any lack of efficiency on the part of the caretaker in his particular building. The maintenance foreman is also charged with periodic supervision of the operation employees. The principal has direct supervision of the janitors, however, and he may request them to make minor

repairs as necessary. However, the work assignments of the janitors are such that very little time can be given to repair work, and a service request is necessary for a job of any size. The janitors requisition supplies for their buildings through their principals, and a charge for such supplies is made to each school account. Each year a budget allotment for janitorial supplies is made up on a per pupil basis. Supplies for all the janitorial service have been standardized and are issued from the general stock room.

#### Building Construction

New building construction is a responsibility of the business manager. Plans and specifications are prepared by the architects, and approved and accepted by the board of education. Bids are advertised for as required by law, and opened in the business office. A summary and recommendation are made to the board of education. When the contract is awarded a schedule is prepared for job progress. Direct contact is maintained with the job by the business manager through daily reports by the board's inspector, and frequent visits to the job. Periodic reports on progress are made to the board of education.

**Contracts.** Contracts for the purchase of supplies, equipment, new buildings, and major repairs are prepared by the business manager and are approved by the county counsel.

#### Conclusion

A business administration to be functional and to meet fully the educational needs of the school district must be constantly changing, ever alert to provide services and materials of benefit to the educational program of the community, and at the same time constantly on guard against extravagance and waste. The business division is a vital part of the program of school administration, and those in charge of the business division must be aware of the broader concepts of the educational program and must appreciate the point of view of the teachers and principals in their work with the pupils of the schools.

## MEDART HIT PARADE

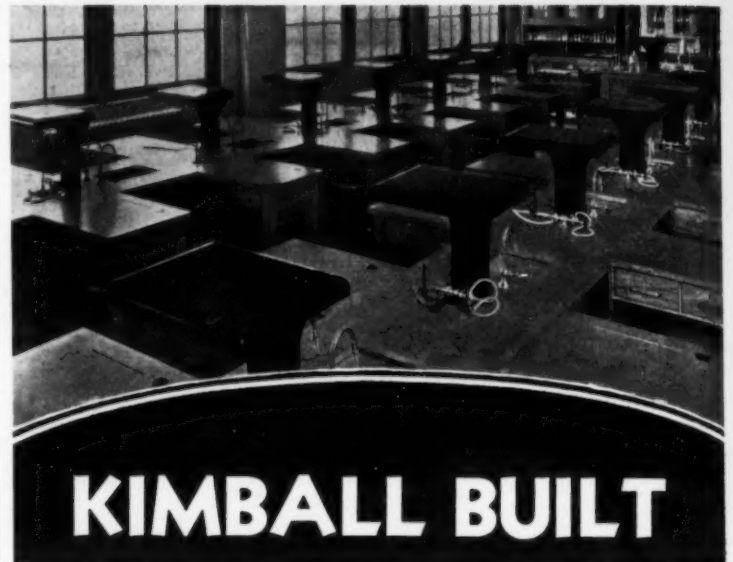
**Write for Catalog**  
Automatic Electric  
**Basketball Scoreboard & Timer**

Smooth, streamlined, pleasing-to-the-eye exterior conceals a precision-built mechanism that is without equal . . . Large, easily read clock dial . . . Hair trigger quick and accurate score recording from control box to scoreboard . . . Place your local basketball games in the 'big time' — install a Medart Automatic-Electric Scoreboard and Time Clock in your gym. Catalog upon request.

### Fred MEDART Mfg. Co.

3530 DeKalb Street      St. Louis, Mo.

## Favorite in Schools



## KIMBALL BUILT

Efficient economy is the keynote to school administration. In equipping school laboratories, the wise school man knows that real economy — efficient economy — means the first cost plus years of satisfactory service.

Write and also ask for a copy of our complete illustrated catalog.

### W. W. KIMBALL CO.

Laboratory and Vocational Furniture Division

306 South Wabash Ave.,

Chicago, Ill.

New York Sales Offices

105 W. 40th Street, New York

New England Sales Office

716 Columbus Ave., Boston, Mass.

As a result of my work in setting up the business management division of the Montebello Unified School District, I would strongly recommend the adoption of a definite plan of business management for every school district — no matter how small the district or how simple the plan of management. If this is done, the plan can be expanded and altered from time to time to meet the needs of the growing or changing district and will not entail the great amount of work otherwise necessary to set up such an organization.

### A HIGH SCHOOL ON A HILL SIDE

(Concluded from page 40)

ways have floors of terrazzo. We believe that the factors of utilitarian value, beauty, low initial cost and low maintenance have been well co-ordinated in this building.

Inasmuch as this building was built in two units six years apart it is interesting to compare the costs:

	1933	1939	Total
Cost of Construction.....	\$232,424.51	\$266,745.92	\$499,170.43
Cubic feet .....	1,105,000	810,000	1,915,000
Cost per cubic foot.....	20c	33c	26c
Cost per pupil home-room capacity.....			\$322.05
Cost per pupil — all pupil stations.....			\$193.47

These costs are comparable except for the changes made in the 1933 part and charged under construction to the 1939 part, but these changes would not have made a difference of more than one cent per cubic foot. The general type of construction is the same throughout, with riveted steel frame. However, some additional cost was incurred in the newer method of fireproofing steel beams. The large areas devoted to the gymnasiums and audi-

torium in the original part of the building also helped to lower the per-cubic-foot cost. But the increased cost of construction is largely due to the higher wage scale and greater cost of materials.

The large difference in the pupil capacity and in cost per pupil between that calculated on the home room and all pupil stations is due to the fact that only the 24 classrooms, six commercial rooms, and a science room are used for home rooms.

#### CONSTRUCTION DATA

Architect — Holmes Crosby, Oil City, Pa.

Dimensions — Site: 64,672 sq. ft.

Building: 40,704 sq. ft.

Principal frontage: 376 ft.

Rooms in building:

Classrooms .....	24
Commercial Department .....	6
Laboratory Rooms .....	4

Domestic Arts .....	5
Shops .....	5
Mechanical Drawing .....	1
Library (including workrooms) .....	3
Study Room and Lunchroom .....	1
Art .....	1
Music .....	1
Gymnasiums .....	2
Auditorium .....	1
Office Rooms .....	6
Medical Suite .....	3



*It is a pleasant task to work in this kitchen which is equipped to suggest a type of equipment suitable for home use. (Picture by the Oil City Derrick.)*

Teachers' Rest Rooms .....	2
Teachers' Workrooms .....	3
Central Supply Room .....	1
Book Storage .....	1
Pupil capacity of building — home rooms ..	1550
Pupil capacity of building — all pupil stations except auditorium .....	2580

♦ Beloit, Wis. The school board has asked the city council to provide a sum not to exceed \$900,000 for the purchase of a site and the erection of a new high school building. The request is the result of an exhaustive study, made by members of the board and a special citizens' committee regarding the high school housing situation. The study revealed the lack of proper housing facilities and the need for a new high school upon a new site.

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PIX  
IT'S RIGHT**

## CAFETERIA EQUIPMENT

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### THE FIVE SENSES OF A SUPERINTENDENT

(Concluded from page 18)

out using names) to his faculty and joins in the laugh rather than writing her a summary note. Then at the end of a full day he reads a good story and so to bed, thinking what a good time he is having and how much fun and progress lies ahead.

This superintendent with his full complement of five senses is quite a fellow. To be sure there are not many of him, but there always seems to be enough. School boards with all their blind spots and lack of information concerning him always seem to find him. His faculties complain about this and that concerning him but they respect and admire him just the same. As for us bookmen, we think he is tops, and only hope the boss will continue to be sufficiently unaware of our own shortcomings to permit us to continue calling on him until taps is sounded. We know he is a real guy, and we challenge anyone to prove we are wrong.

### CHANGING CONCEPTS

(Concluded from page 20)

The teaching of democracy will not come through the teaching of a set of rules and regulations or a course of study. The strength of democracy will come through living situations in which the individuals find themselves working cooperatively together. No better example

of the working of democracy could be given than this changing concept of the school-board members. To some this may seem remote from the actual school situation. Nothing is farther from the actuality, however. The children, the administration, and the faculty are definitely influenced by their trust, respect, and understanding of the school board in any community, and conversely by the trust, respect, and understanding the board has of them. The success of any school system may be measured in terms of the degree of co-operation attained by the individuals working for that success. This is equally true of the community at large.

The applause and encouragement of the schools should go to these far-seeing boards.

### WHAT DO YOU MEAN?

(Concluded from page 30)

it too much to ask that school boards in their home communities assist in preventing such a multitude of misunderstanding, by insisting that at least their own professional employees set up ways and means to clarify education for home consumption and thus offset in some degree the influence of the misguiding "leaders."

### DEFENSE ACTIVITIES

(Concluded from page 50)

upon the Secretary of War to investigate school facilities near army reservations with a view to determining the need for more housing and financing.

A federal emergency measure, Public 849, relates particularly to housing facilities in connection with projects of the National Defense Program. It carries provision for "community facilities," including schools and makes possible payment of "annual sums in lieu of taxes. . . ."

Meantime, as the army children troop into schools of the Fort Custer area, those concerned with their administration are asking, "Where do we go from here?"

### CHILD MIGRATION IN A CITY

(Concluded from page 51)

tion per acre in some of the least desirable sections.

To summarize this conclusion, it is clear that employment conditions played an important role during this period in migration of families with children of school age. Migration appeared to result largely from movements to and from the city and not within the city. Families left the city when work could not be secured. The emigrants originally lived in the less desirable areas. Families which moved into the city, settled in the better residential areas, indicating that they came as a result of work opportunities.

One of the most unexpected findings was that the ownership of homes by the occupants contributed greatly to emigration. It would be valuable to know whether this was a depression condition or an element in a changing economy of family life.

What are the other forces which contribute to migration? The question is not an impossible or impractical one to answer. The answer should be sought by scientific research under educational auspices.

**PRODUCTS CHECKING LIST FOR SOURCES OF SUPPLY, (Continued)**

- |  |                                       |   |  |
|--|---------------------------------------|---|--|
| 200 SEWING MACHINES  | 214 STATISTICAL MACHINES              | 231 TILE CORK                             | Bell & Howell Co.,<br>RCA Mfg. Co., Inc.                         |
| 201 SHOP EQUIPMENT   | Burroughs Adding Mach. Co.            | 232 TILE RUBBER                           | Universal Sound Projector Div. of<br>Sentry Safety Control Corp. |
| Delta Mfg. Co.   | 214-1 STEEL CABINETS                  | Goodyear Tire and Rubber Tile             | Victor Animatograph Co.  |
| Yates-American Machine Co.                                       | Lyon Metal Products, Inc.             | 233 TIRES                                 | 252 VOCATIONAL FURNI-<br>TURE                                    |
| 201-1 SHOWERS  | Medart Mfg. Co., Fred                 | Goodyear Tire and Rubber Co.              | Christiansen Co.   |
| Crane Co.  | 215 STEEL CHAIRS                      | 234 TOILET PAPER                          | Hamilton Mfg. Co.  |
| Powers Regulator Co.   | American Seating Co.                  | 235 TOILET PARTITIONS                     | Kewaunee Mfg. Co.  |
| 202 SIGNAL SYSTEMS   | Hamilton Mfg. Co.                     | Pittsburgh Plate Glass Co.                | Kimball Co., W. W.   |
| Holtzer-Cabot Electric Co.                                       | Kewaunee Mfg. Co.                     | 236 TOOLS, POWER                          | Peterson & Co., Leonard  |
| International Business Machine Corp.                             | Lyon Metal Products, Inc.             | Delta Mfg. Company                        | Sheldon & Co., E. H.   |
| National Time & Signal Corp.                                     | Peabody Seating Co., The              | Yates American Machine Co.                | Walrus Mfg. Co.  |
| Standard Electric Time Co., The                                  | 216 STEEL DOORS                       | 237 TOWELS, PAPER                         | 253 VOCATIONAL SHOP<br>EQUIPMENT                                 |
| 203 SLATE BLACKBOARD   | Detroit Steel Products Co.            | Brown Co.                                 | Delta Mfg. Co.   |
| Natural Slate Blackboard Co.                                     | 217 STEEL ROOF DECK                   | 238 TREADS                                | Yates-American Machine Co.                                       |
| 204 SLATE STRUCTURAL   | Detroit Steel Products Co.            | 239 TRIM METAL                            | 253-1 VON DUPRIN SELF-RE-<br>LEASING FIRE EXIT<br>DEVICES        |
| 205 SNOW PLOWS   | 218 STEEL SHELVING                    | 240 TYPEWRITERS                           | Vonnegut Hardware Co.  |
| Jacobsen Mfg. Co.  | Lyon Metal Products, Inc.             | Burroughs Adding Mach. Co.                | 254 WARDROBES, PORTABLE  |
| 205-1 SOUND DEADENING<br>MATERIALS                               | Medart Mfg. Co., Fred                 | International Business Machines Corp.     | Vogel-Peterson Co., Inc.   |
| Armstrong Cork Co.   | 219 STOKERS                           | Smith & Corona Typewriters, L. C.         | 254-1 WARDROBES, WOOD  |
| Celotex Corporation  | 220 STOOLS, STEEL                     | Underwood-Elliott Fisher Co.              | Evans Co., W. L.   |
| Johns-Manville Sales Corp.                                       | Hamilton Mfg. Co.                     | 241 UNIT HEATERS                          | 255 WARDROBES, STEEL   |
| U. S. Gypsum Co.   | Kewaunee Mfg. Co.                     | (See heating and ventilating systems)     | Lyon Metal Products, Inc.  |
| Wood Conversion Co.  | 221 STORAGE CABINETS                  | 242 UNIT VENTILATORS                      | Medart Mfg. Co., Fred  |
| 206 SOUND EQUIPMENT  | 222 SWIMMING POOL EQUIP-<br>MENT      | (See heating and ventilating systems)     | 256 WASHFOUNTAINS  |
| Holtzer-Cabot Electric Corp.                                     | Mitchell Mfg. Co.                     | 243 VACUUM CLEANING<br>SYSTEMS            | Bradley Washfountain Co.   |
| International Business Machines Corp                             | 223 SWIMMING POOL SANI-<br>TATION     | Hild Floor Machine Co.                    | 257 WASHROOM EQUIPMENT   |
| RCA Mfg. Co., Inc.   | 224 TABLES                            | Spencer Turbine Company                   | Bradley Washfountain Co.   |
| Universal Sound Projector — Div. of<br>Sentry Control Corp.      | Arlington Seating Co.                 | Sturtevant Co., B. F.                     | Chicago Hardware Foundry Co.,<br>The                             |
| The Webster Company  | American Seating Company              | 244 VACUUM HEATING SYS-<br>TEMS           | Crane Co.  |
| 207 SOAP AND SOAP DIS-<br>PENSERS                                | Hamilton Mfg. Co.                     | Crane Co.                                 | 245 VALVES — FITTINGS  |
| Beckley-Cardy Co.  | Kewaunee Mfg. Co.                     | Crane Company                             | Dunham & Co., C. A.  |
| Colgate-Palmolive-Peet Co.                                       | Kimball Co., W. W.                    | Sloan Valve Co.                           | Vogel Co., Jos. A.   |
| Hillyard Chemical Co.  | Irwin Seating Co.                     | 246 VALVES, SAFETY                        | 258 WASTE PAPER BASKETS  |
| Huntington Laboratories  | Mitchell Mfg. Co.                     | WATER MIXING                              | Solar Sturges Mfg. Co.   |
| Imperial Brass Mfg. Co.  | National School Equip. Co.            | Powers Regulator Co.                      | 259 WASTE RECEPTACLES  |
| Vestal Chemical Company  | Norcor Mfg. Co.                       | 247 VARNISHES                             | Solar-Sturges Mfg. Co.   |
| 208 SOUND PICTURES   | Peabody Seating Co., The              | Hillyard Chemical Co.                     | 260 WATERPROOFING  |
| Bell & Howell Co.  | Peterson & Co., Leonard               | Huntington Laboratories                   | Sonneborn Sons Co., L.   |
| Holmes Projector Co.   | Remington-Rand, Inc.                  | Sonneborn Sons, Inc., L.                  | 261 WAXES, FLOOR   |
| RCA Mfg. Co., Inc.   | Sheldon & Co., E. H.                  | Vestal Chemical Co.                       | (See Floor Waxes)  |
| Universal Sound Projector Div. of<br>Sentry Safety Control Corp. | Walrus Mfg. Co.                       | 248 VARNISH REMOVER                       | 262 WEATHERSTRIPPING   |
| Victor Animatograph Corp.  | 225 TABLETS BRONZE                    | Tennant Co., G. H.                        | 263 WINDOWS  |
| 209 SPRINKLER SYSTEMS  | 226 TEACHERS AGENCIES                 | 248-1 VENETIAN BLINDS                     | Detroit Steel Products Co.                                       |
| 210 SPRINKLER SYSTEMS,<br>LAWN                                   | Schermerhorn Teacher Agency           | Luther Draper Shade Co.                   | 264 WINDOW SCREENS   |
| 211 SQUEEGEES  | 227 TELEPHONE SYSTEMS                 | 249 VENTILATORS                           | Detroit Steel Products Co.                                       |
| Tennant Co., G. H.   | Holtzer-Cabot Electric Co.            | (See heating and ventilating systems)     | 265 WINDOW — SHADES  |
| 211-1 STAGE EQUIPMENT,<br>ETC.                                   | International Business Machines Corp. | 250 VISIBLE RECORD KEEP-<br>ING EQUIPMENT | Beckley-Cardy Co.  |
| Mork Green Studios   | Standard Electric Time Co., The       | Remington Rand Inc.                       | Draper Shade Co., Luther O.                                      |
| Universal Scenic Studios   | 228 TEMPERATURE REGULA-<br>TION       | 251 VISUAL INSTRUCTION<br>EQUIPMENT       | Du Pont de Nemours & Co., E. I.                                  |
| Vallen, Inc.   | Barber Colman Co.                     | Bausch & Lomb Optical Co.                 | 266 WOODWORKING<br>MACHINERY                                     |
| 212 STAINLESS STEEL<br>CABINETS                                  | Johnson Service Company               |   | Delta Mfg. Co.   |
| 213 STAIR TREADS, SAFETY   | Minneapolis Honeywell Regulator Co.   |   | Yates American Mach. Co.   |
| National Terrazzo & Mosaic Assn.                                 | Powers Regulator Co.                  |   |  |
|  | 229 TERRAZZO                          |   |  |
|  | National Terrazzo and Mosaic Assn.    |   |  |
|  | 230 TILE ACOUSTICAL                   |   |  |
|  | (See acoustical material)             |   |  |

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## THE SUPERINTENDENT OF SCHOOLS AND THE NATIONAL CRISIS

(Concluded from page 32)

Another major responsibility of the superintendent of schools during this period is the stimulation and development of adult thinking and acting. Developments occur at such a speed that many decisions will be made constantly—long before those in our schools enjoying a vital education are a part of our adult population. The education of these adults, whether they be laborers or professionally trained men, has not been such as to fit them to meet the problems ahead and to have faith in men. It is, therefore, imperative that through this period many phases of adult education effort, both public and private, be stimulated in order that the adults may attain aims very similar to those suggested as fundamental in the regular school program. After war comes peace—what kind of peace? After war comes economic and social dislocation. What shall be the nature of the adjustments we shall strive for? Whether involved in the war or not, we face stupendous problems ahead. Let us gird ourselves for making decisions which may be crucial in the development of our own and other societies for years to come.

These, then, are the responsibilities of the superintendent of schools in the crisis: (1) a large contribution to the immediate preparedness effort; (2) a thorough doing of the job of the school—insisting that it be an institution of education, not propaganda, that it teach our people how to act cooperatively, that it strengthen the faith of our young people through knowledge and action and that it not deceive itself and believe that it can have a strong, sound faith through burying its head in the sand and shouting "I am great! I am infallible! I err not! I am unbeatable!" (3) that he multiply and strengthen the adult education effort in order that the ideals of our society may be more fully and more rapidly attained.

In this day there is no place in our school system for superintendents who refuse to exercise leadership when attacks are made upon the fundamentals of the education process—the right to struggle for knowledge, to learn to act with intelligence, and to develop a sound faith. The teachers, the principals, the people need able leadership. There is no place for superintendents of schools who ride ahead of the emotions of the people and who do not oppose the elimination of materials of instruction with all the might of the thinking citizens of the community. There is no place for superintendents who speak of the need of the schools emotionalizing our young people for war. They will be sufficiently emotionalized for war—they need to be emotionalized in their belief in men, in democracy and its processes, in tolerance, in their willingness to work for the fuller attainment of equality of oppor-

tunity and respect for human personality. The human race will go on—the people of America will go on. The superintendent of schools has a weighty responsibility for he, through his leadership, will contribute to the decision as to where they will aim to go as they go on. In fear and emotion engendered by a great crisis, let us not lose sight of those ends which make life decent, rich, and significant.

## SCHOOL-BUILDING FIRE INSURANCE

(Concluded from page 56)

businesses. Some of these mutual companies will insure school properties in protected areas. It is recommended that a study be made of these possibilities for lower insurance costs.

It is generally known that certain large holders of insurable properties purchase their insurance "wholesale" through the home offices of insurance companies or from general agents, thus effecting savings mostly at the cost of local agents' commissions. This practice may have possibilities for school savings through cooperative action.

It is reported that a loss ratio not exceeding 55 per cent enables companies to meet their expenses such as state agency, district supervisor, and local agents' commissions, checking office cost; state, federal, and local taxes, and all other company expenses incident to doing business including dividends to stockholders and the maintenance of adequate reserves to keep companies solvent. In other words, the 45 per cent margin over and above a 55 per cent loss ratio is the present approved percentage of premiums on average which may reasonably accrue to underwriting companies as the expense of doing business.

The companies, in making their reports in the same five-year record; namely, 1935 through 1939 inclusive, show a net 47.08 per cent of premium income for fire-insurance business only, paid for expenses under 17 headings for disbursements. In a similar report in the State of Connecticut the costs of doing business amounted to 50.73 per cent, which may be accepted as some evidence that the Texas State Commission is not allowing too high a percentage of premium income for expenses.

It is recommended that the Texas Association of School Administrators have a committee on school building insurance charged with the responsibility of (1) attending the rate setting hearings of the State Insurance Commission for information if not for argument; (2) to ascertain if it would be advisable for all companies writing fire insurance to report to the commission, and if so, to work for that end; (3) to ascertain, if possible, the reasons for the high loss ratios in three subheads of our classification and to propose remedies; (4) to study the State Insurance Commission's work and its financing and to lend aid to the commission in efforts to safeguard the interests of the insuring public; (5) to study the special property selection writing mutual fire-insurance companies and the legality of school insurance being written by them; (6) to study the problem of a central school authority, perhaps the State Board of Education, placing school building and contents fire insurance with companies on wholesale basis and (7) to investigate the possibility of a separate classification for school properties now listed as the brick protected class.

## 4 WAYS TO IMPROVE YOUR VISUAL INSTRUCTION



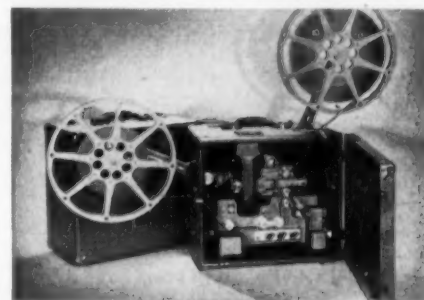
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## After The Meeting

### THERE'S ONE BORN EVERY MINUTE! (OR, IS THERE?)<sup>1</sup>

I am that most abused of creatures—Mr. Average Taxpayer. That means that I am a school taxpayer. My house is assessed, let us say, for \$6,000, which means my school tax, at \$10 a thousand, is \$60 a year. This is \$5 a month, or, on the basis of a 10-month school—ignoring summer school and other facilities—\$6 a month. In other words, schools cost me in direct real estate tax *less per month* than my light and telephone!

My community has grown rapidly, so our schools are new and one third of this school-tax money goes for debt service—the principal and interest on the numerous school buildings and on their equipment and furniture and the land they stand on. This is a "prior lien," so to speak, and, unless a community goes bankrupt and repudiates its obligations, this principal and interest must be paid.

Therefore, any so-called "savings" that are made must be made out of the *other two thirds* of my school-tax money, or, in other words, out of the \$40 per year that represents my contribution toward the operating costs of the school system. It must, in other words, come out of the salaries of the teachers, principals, and others; the janitorial work, the heating, lighting, textbooks, supplies, public libraries, and all the rest.

Suppose that, by completely ruining a school system, its total expenditures could be reduced a third. This would be \$20 "saved" for me—per year. It would all have to come out, however, of the \$40 for operating. It would, in other words, cut the operating program *in two*, which would mean 52 pupils per class rather than 26 as now in my schools. There would have to be similar changes all along the line.

This would save me \$2 a month, for each of the 10 months that school was in session, or, on the 12-month basis, it would save me \$1.67 a month—or almost enough to pay my monthly gas bill (if I used gas *only* for the cookstove!).

And so I should interest myself in demanding drastic cuts in school expenditures? I should co-operate with those agencies—whose \$50,000 and \$100,000 slush funds come from sources that wisely prefer to remain anonymous—that want to use the "ax" on the expenditures for the schools of the state. I should ignore the fact that "using the ax" in this instance means *using the ax on my boys and girls*. Suppose I have only one child. I should have his educational opportunities cut in two, so far as the operating program is concerned, to save me this \$1.67 a month. My cigarettes cost me more per month than that. What an astute businessman *that* would show me to be! I should consider it worth my time to attend countless meetings at which high-priced "executive secretaries" (paid by *somebody*, but by *somebody* who is keeping very quiet about it!) tell me how bad a job the schools are doing each year with my \$60 and how they ought to be able to do equally badly at a great deal less expense.

The only answer I can think of is "Oh, yeah?" There may be one born every minute, as Barnum said, but I am *not* the one!

<sup>1</sup>The foregoing discussion of economy in school expenditures was distributed to the citizens and school patrons of Grosse Pointe, Mich., by Dr. E. R. Van Kleeck, superintendent of schools.

#### Paid For

This letter was received by a schoolmaster: "Please excuse John for being away yesterday. He played truant. But please don't lick him; a lorry driver he hung onto licked him; a man who owned a dog he hit licked him; the green-grocer licked him for taking an apple; I licked him when he came home, and his father licked him when he came home. So you need not lick him this time."—Portage La Prairie Graphic.

## School Buyers' News

### Mr. John Hanley Joins A. B. Dick

The A. B. Dick Company, Chicago, Ill., has announced the appointment of Mr. John F. Hanley as manager of its school department. Mr. Hanley's long service in the field of education through his association with Binney & Smith Company, provides him with a splendid background for his new position. Schoolmen may freely consult with him regarding mimeograph service in both the administrative and teaching fields.

### New RKO-Pathe Film

Films, Inc., 330 W. 42nd St., New York City, has announced "The Last Stronghold," a new RKO film on America. This educational film is 45 minutes in length and is available in 16mm. sound as well as 35mm.

### RCA Victor Plan for Negro Schools

A nation-wide survey is being conducted in 1941 among prominent Negro educators by the RCA Mfg. Company to obtain a more general application of audio-visual developments to Negro educational institutions. The survey is being conducted by Dallas A. Martin, of St. Louis, under the direction of Mr. Ellsworth C. Dent, director of the RCA Educational Department.

In connection with the survey, Mr. Martin will lecture on such subjects as television, recorded music, radio receivers, the RCA electron microscope, and the uses of sound systems and motion-picture films.

### Announce New Storage Cabinet

Remington Rand, Inc., Buffalo, N. Y., have announced a new chemically controlled storage cabinet for the preservation of valuable micro-film records. Nine drawers of the file provide space for 900 standard 16mm. film storage boxes. It permits the storage of three and a half million separate records. A tenth drawer contains the stabilizing chemical which insures the humidity within the cabinet. Slots in the drawers permit the conditioned air to circulate freely within the unit.

Complete information is available by writing to the Remington Rand Company, at 465 Washington St., Buffalo, N. Y.

### Tennant Company Occupies New Plant

The G. H. Tennant Company, Minneapolis, Minn., pioneer in the manufacture of floor maintenance devices, has recently occupied new offices and manufacturing plant at 2350 N. Second Street.

The building of the new plant became necessary because of the rapid growth of the firm due to the popularity of the Tennant system of floor treatment and maintenance.

One of the features of the new factory is a testing floor for various materials. In this department small wood squares will be finished and refinished, tested and inspected for appearance, durability, and ease of refinishing.



The enlarged office and factory building of the G. H. Tennant Company.

The firm was established more than 10 years ago by Minneapolis school maintenance men who saw the need for a more effective method of floor cleaning. With the Tennant system, school floors are cleaned thoroughly, hardwood floors are kept sealed and dry cleaned, old floors are kept smooth and level, and the annual cleaning cost is greatly reduced.

The Tennant Company maintains a force of district engineers in a number of the important cities of the country, and they are available to schools for advice and service upon short notice.

### Dick Announces Price Reductions

The A. B. Dick Company, 720 W. Jackson Blvd., Chicago, has announced a reduction in list prices of the mimeograph stencil sheets, which became effective January 1, 1941. A new schedule has been prepared applying on all die-impressed stencil orders.

The constant aim of the Dick Company has been to maintain the uniform quality of its products, and at the same time, to make them available to the school users at the lowest possible prices.

### Announce Ditto Gelatin Duplicator

The Ditto Company, Chicago, Ill., has announced the Ditto "rotary" gelatin duplicator, which embodies features of unusual economy and flexibility.

This duplicator is capable of delivering 100 bright copies from each original, at a cost of less than five cents per hundred. It reproduces eight colors in one operation and any combination of pencil, pen and ink, or typewritten work. It is capable of maintaining a speed of from 60 to 75 copies per minute. Any size of sheet can be



The new Ditto school duplicator.

reproduced, from a post card to a sheet 9 by 14 in. in size.

The Ditto "rotary" is considered the fastest duplicator made. Quick changes of films permit rapid reproduction of different jobs, a distinct advantage where the machine is used for heavy production. Complete information and prices are available from the Ditto Company, at 649 So. Oakley Blvd., Chicago, Ill.

## BUYERS' NEWS

## Issue New Political-Physical Maps

The Weber Costello Company, of Chicago Heights, Ill., have announced a new set of the Reality Political Physical Maps with supplementary Life and Latitude Charts. Since the publication of the World Map, some time ago, with the accompanying chart, interest in this set of maps has grown considerably.

The series covers the World, an entirely new and valuable projection—the United States, North America, South America, Europe, Africa, and Asia; with an extremely valuable map of Australia and the Western Pacific.

The maps are edited by Miss Edith Putnam Parker, Associate Professor of Geography, instructor at the University of Chicago, and coauthor of the Barrowes-Parker geography texts. Under the name "Reality," these maps show with definite clarity both natural and cultural features. An international color scheme has been used and each map employs the same list of contour elevations, a teachable method which insures ease of comparison. The cultural features, superimposed in red, stand out clearly against the color scheme of the physical background. All symbols are clear and the 1940 census figures are used in new city markings. All zone lines have been emphasized in order that the student may readily locate physical features in relation to latitude. Equal area projection enables the student to compare different areas and to correct many misconceptions about different countries and their terrain.

New Life and Latitude Charts accompanying this set of maps makes a unique contribution. The charts contain a fund of valuable information which eliminates the necessity of additional sets of maps for special uses. Products, temperatures, rainfall, and other useful information are set forth with great clarity. The maps, without borders, appear as a section of the earth's surface, and the equal area projection emphasizes the drawing. The maps are large, of unusual legibility, and most attractive in color treatment.

This set of maps has made a valuable contribution to the science of geography and will find ready acceptance on the part of all teachers of geography and social science. It will fill a real need in the schoolrooms of today and tomorrow.

Complete information may be obtained by any school official, by writing to the Weber Costello Company, at Chicago Heights, Ill.

## Wakefield Brass Company Occupies New Addition

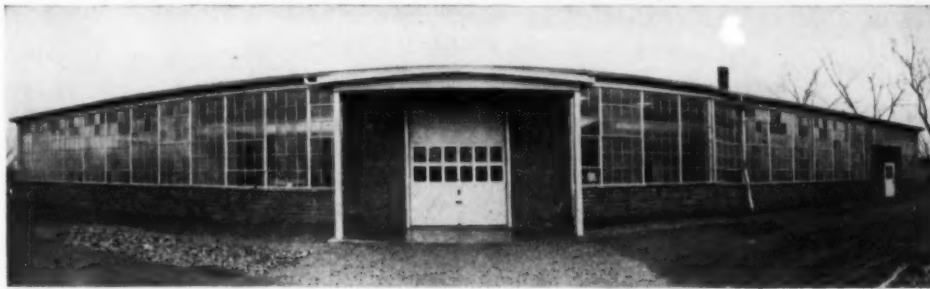
The Wakefield Brass Company, Vermilion, Ohio, manufacturers of lighting specialties, has doubled its plant capacity with the completion of a new building.

The new addition, which increases the facilities for manufacturing commercial lighting equipment, provides ample room and convenient

customers will result because of the ability to properly store a large volume of finished parts required for customers' orders. The assembly department also has more adequate space allowing it to proceed in a more orderly manner in making up lighting fixtures.

The new addition also provides new labor-saving equipment which will step up production. It has permitted the rearrangement of existing machinery and conveyors so that the finished material may be easily transported from one department to another.

The Wakefield firm was established in 1906 and during this long period has made satisfactory progress as evidenced by the steady growth. Col. F. W. Wakefield, the founder of the company, was interested in the subject of scientific lighting and became the pioneer in the lighting field in



The New Wakefield Lighting Plant Addition.

storage space for the materials necessary to production. The addition is a consolidation of the firm's warehousing facilities. The former plant space will provide greater speed in manufacturing and greater economy in handling. It will provide a finished material bank between the assembly room and the finishing department. When materials are finished and await assembly under the new spacing plan, better service to the

Ohio. Mr. A. F. Wakefield is president and general manager and Mr. T. D. Wakefield is director and sales promotion manager.

## New Bell-Howell Catalog

Bell & Howell Company, 180-1 Larchmont Ave., Chicago, Ill., have announced their 1941 Catalog of Educational Motion Pictures and 16mm. sound silent equipment.

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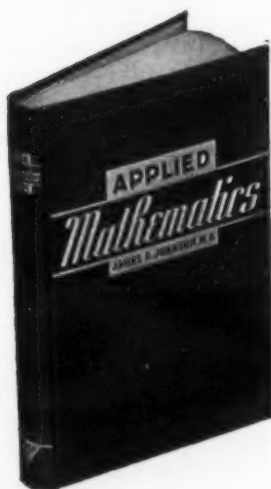
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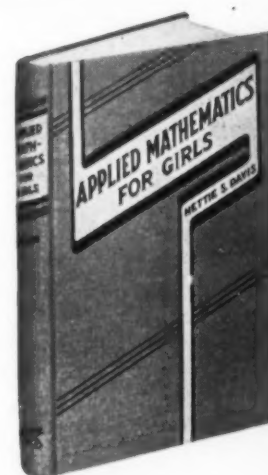


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